

STATE OF CALIFORNIA
PEACE OFFICER STANDARDS AND TRAINING
COMMAND COLLEGE CLASS VI

A FUTURE STEP IN POLICE SPECIALIZATION:

What will be the involvement of police in
the traffic function by the year 2000?

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This Command College Independent Study Project is a FUTURES study of a particular emerging issue in law enforcement. Its purpose is NOT to predict the future, but rather to project a number of possible scenarios for strategic planning consideration.

Defining the future differs from analyzing the past because the future has not yet happened. In this project, useful alternatives have been formulated systematically so that the planner can respond to a range of possible future environments.

Managing the future means influencing the future--creating it, constraining it, adapting to it. A futures study points the way.

EXECUTIVE SUMMARY

This study addresses a crucial area of concern for law enforcement: the shortage of personnel resources. Through systematic futures research, this study examines the feasibility of civilianizing the traffic function, both accident investigation and enforcement, in the Los Angeles Police Department. Historical civilianization trends within law enforcement and within the Los Angeles Police Department are examined. Over the years this trend to civilianize traditional police tasks has relieved hundreds of sworn officers for more critical duties. Several departments currently using civilians in traffic accident investigation are reviewed.

In forecasting the future, relevant trends and events are identified and their impact on the future evaluated. Through cross-impact analysis of the trends and events, three possible scenarios are developed, including a most desired future state. This scenario is used as the basis for developing a mission statement, as well as strategic, implementation and transition management plans to attain that future.

The study concludes that the use of civilians to perform traffic accident investigation is imminently feasible and in fact is currently being done with great costs savings in several other departments.

The traffic enforcement area is admittedly more controversial; however, a proposal is suggested to test both areas in a limited pilot program before expanding Department-wide. Civilian traffic officer safety is particularly emphasized.

In the transition management plan a City-wide oversight committee is suggested as a means of monitoring and evaluating the experimental program and ultimately, the expansion of the program City-wide.

The study's conclusion is that civilianization of traffic within the Los Angeles Police Department is an idea whose time has come and has the potential to quickly relieve approximately 700 experienced sworn officers for reassignment to criminal law enforcement duties.

Although this study concentrates on the Los Angeles Police Department, it provides a basic approach and guide for other departments, regardless of size, to use in investigating and implementing this proposal.

TABLE OF CONTENTS

EXECUTIVE SUMMARY	i
INTRODUCTION	1
Project Background	1
History	5
Civilians in Traffic	8
FORECASTING THE FUTURE	12
Trends	13
Events	23
Cross Impact Analysis	28
Cross Impact Evaluation	33
Future Scenarios	38
STRATEGIC PLAN	48
Situation	49
Strengths	52
Weaknesses	53
Stakeholder Analysis	54
Mission Statement	59
Execution	60
Alternative Strategies	61
Recommended Strategy	67
Civilian Traffic Officer Safety	71
Administration and Logistics	73
Command and Control	74
TRANSITION MANAGEMENT PLAN	76
Critical Mass Analysis	77
Commitment Planning	79
Management Structure	82
Responsibility Charting	84
CONCLUSION	87
REFERENCES	92
INTERVIEWS	93
BIBLIOGRAPHY	94
APPENDICES	

".....the efficiency of the [Police] Department is increased by utilizing the specialization and skills of civilian employees. In this respect, there are many jobs in a modern police department that civilian employees can perform with greater economy and efficiency than police officers."

Chief of Police
William H. Parker
Los Angeles
Police Department
(1951)

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I N T R O D U C T I O N

PROJECT BACKGROUND

Historically, police departments have been asked or required to perform a myriad of functions - some only remotely connected to the apprehension of criminals or law enforcement. These functions have over the years included tax and license fee collection, dog catcher, jail and custodial duties, traffic control at intersections, issuance of parking citations, as well as many others.

As the demands and complexities of law enforcement increased over the years, the need for highly trained professional police officers increased as well. Selection standards, pay and the amount and quality of training required to be a police officer continued to expand over the years until a police officer became a very expensive commodity. For example, in the Los Angeles Police Department over the last 25 years, education has become an expected qualification of a police officer, especially for promotion. Pay for beginning police officers has increased five fold (\$6,000.00 annually to \$30,000.00) and required academy training has increased from three months to six months.¹ As a result, due to local government's limited financial resources, a shortage of police

officers developed. At the same time, crime continued to increase, and the impetus for sworn police officers to concentrate their efforts on criminal law enforcement and apprehension of criminals increased as well. As a consequence, many of the ancillary duties normally performed by full time sworn officers were reassigned to other City departments, civilianized within the Department or performed by para-professionals, volunteers, DAPS (Deputy Auxiliary Police) or other such persons. Generally, this approach has proven to be considerably less expensive and in most cases the reassigned tasks were more efficiently and effectively accomplished.

Some of the functions within the Los Angeles Police Department reassigned to other agencies or civilianized within the Department have included:

1. Freeway traffic enforcement - transferred to the C.H.P.
2. Post arraignment jails - transferred to Los Angeles County Sheriff's Department.
3. Pre-arraignment jail custodians - civilianized within the Department.
4. Property control and custody - civilianized within the Department.
5. Parking enforcement and intersection control - transferred to Department of Transportation.

Eliminating the need for sworn police officers to perform these functions has permitted many officers to be reassigned to field law enforcement duties.

Unfortunately, despite the presence of nearly 2,600 civilians in the Los Angeles Police Department and the reassignment of many traditional police functions to other governmental entities, an almost desperate shortage of sworn officers to combat traditional crime problems in the City continues to exist. This is primarily because the Department has not had its authorized sworn officer strength increased in 12 years. In addition, this shortage is also attributal to the way officers are deployed. A recent study by Public Administration Services on the Department's deployment formula indicated that the Department should identify ways to increase the number of response units available to answer calls for service and make more time available for proactive patrol of neighborhoods.²

Traffic enforcement and traffic accident investigations have traditionally been performed by sworn officers. Recently however, due to the demand on sworn officers to deal with increasing crime problems, the Department has discontinued responding to non-injury traffic accidents. This has proven very unfortunate, because the only time many law abiding citizens, some of our strongest supporters, need a police officer and request police service is as a result of a minor traffic accident. The damage to the Department as a service organization, in the eyes of the law abiding community, is inestimable. Yet, given the Department's priorities to protect life and property and with the limited number of officers available, there appears to be no alternative. Given the choice of responding to a robbery or burglary in progress or a non injury traffic accident, an officer must opt for the life threatening situation.

Clearly given the increasing cost of full time sworn police officers, some alternative to having them perform traffic functions needs to be examined. The question that must be addressed is whether the entire traffic function or any part of the traffic function could be performed as well or better by civilians and at what cost? Secondly, if civilians could be used for these tasks, should they work for another City agency or remain under the control of the police department?

An examination of the available literature dealing with this area is extremely sparse. There are several studies examining the use of civilians in police work to perform a variety of ancillary duties, but only brief reference is made to traffic and then only to traffic accident investigation. The studies on the use of civilians in police work make it clear however that civilians have in the past and currently do play an important role in accomplishing the police mission. The conclusion is supported by various Federal commissions and law enforcement entities around the Country.

Any other positions which did not require the presence of a sworn officer should be designated as civilian positions. In this manner, an agency may alleviate a critical shortage of sworn personnel in field related assignments. By employing civilian personnel in selected staff, support, and line functions, agencies can transfer sworn personnel to assignments where they can have direct effect on crime reduction.

Many police chief executives have discovered that employing civilians saves money. A trained police officer generally demands a significantly higher salary than his civilian co-worker, especially in large agencies. [National Advisory Commission on Criminal Standards and Goals, Police 1973; 259-261].

Police protection is one of the most costly items in the budget of every local government.

Recently, however, local government bodies throughout the country have been discovering that they can provide better police services with the money they already have. They are doing so by increasing the productivity of the police force. This means simply that they are finding ways to provide more protection and more services for each hard-to-come-by tax dollar they spend.

In the past, virtually all of the positions in the police department were filled by uniformed, sworn personnel. But today's police are too highly trained, and too expensive to be doing tasks that could be performed by less skilled, less expensive persons [National Commission on Productivity, 1975; 1-3].

Officers are relieved of routine tasks, and are able to devote their extensive training and experience to higher priority tasks which require their skills.

Costs are reduced through more efficient personnel utilization in substituting lower paid civilian personnel in jobs not requiring sworn officers.

Removing sworn officers from nonprofessional duties allows more time for active law enforcement and fire protection duties - proceeding benefits improve overall service to the community [Alfred I. Schwartz, "Employing Civilians in Police Work" Urban Institute, Washington, D.C., 1975, p.37].

HISTORY

Since the earliest beginning of the Los Angeles Police Department, one historical fact has remained unchanged: each Chief of Police has decried the lack of available manpower to adequately protect the citizenry. In 1914, Chief Sebastian, in his Annual Report to the City Council, stated:

"Los Angeles, in proportion to cities of its size and population, has fewer patrolmen and police detectives than any city in the United States. First of all, there is urgent need of 200 additional patrolmen, 15 detectives, five policewomen, and 25 trafficmen, to cope with the increase in the number of motor vehicles, resident and transient. Chief Sebastian feared "The City would become a mecca to criminals of all types due mainly to [a] vast increase in tourists to the city visiting expositions at San Francisco and San Diego."

Early in 1916, the Chief again recommended that the Department be materially increased, in declaring that "Los Angeles is a rapidly growing city, to which thousands of homeseekers, investors, and tourists are traveling every month of the year and, second, because our climatic conditions are such that it forms an admirable wintering place for them. We have more than our quota of swindlers, check writers, hobos, and vagrants gathered here from all the other states, in addition to that ratio which usually springs from any metropolitan city."

Since then of course, every Chief of Police has had similar concerns. In response to these concerns, civilianization of the Department began in 1918 with the hiring of two civilians to do clerical and administrative work, thereby for the first time relieving sworn officers for field duty. The following depicts the continuing civilization of the Department over the years.

<u>Year</u>	<u># of Civilians</u>	<u>Nature of Duties</u>
1926	161	File clerks, draftsmen, chemists, telephone operators
1930	278	
1947	1,011	Painters, carpenters, electricians, truck drivers, mechanics, radio utility men, supply clerks
1958	1,200	83 different job catagories
1983	2,700	All of the above including; traffic control and parking enforcement
1988	2,553	

Under Chief William H. Parker's administration, officers performing routine clerical tasks were replaced by civilians. In 1951, 108 police officers were released for field duties. Explaining his views, Chief Parker commented:

"In the past, it has been an objective of this Department to utilize civilian personnel on tasks which do not require a police officer. This practice merely follows an accepted maxim of private industry -- that there must be economy with efficiency.

In the first place, it is not financially sound to employ sworn personnel on tasks which do not require the ability and training of a police officer. In this connection, the average monthly salary of \$280.49 for civilians, compared to \$381.66 per month for sworn personnel, indicates that substantial savings can be realized if both are employed according to the needs and requirements of each individual job.

Secondly, the efficiency of the Department is increased by utilizing the specialization and skills of civilian employees. In this respect, there are many jobs in a modern police department that civilian employees can perform with greater economy and efficiency than police officers."

In 1967, 32 civilians replaced officers assigned to downtown traffic control. Twenty-three percent of the Department's personnel were civilians, among the highest of any municipal police agency in the country.

Civilian specialists were placed in command of Property and Supply Divisions in 1973. More than 275 civilians were employed as station officers, in jail facilities.

From 1951 to 1983, 1,369 sworn positions were replaced by civilians. Today, the Department has 2,553 civilians employed. This is a slight reduction due primarily to the reassignment of 430 traffic control officers (parking checkers) to the Department of Transportation.

The Los Angeles Police Department has historically employed fewer officers per capita of population than any other city of comparable size while retaining its worldwide reputation for protection and service. This was possible because the Department reinforced sworn personnel with a civilian work force of unexcelled competence.³

CIVILIANS IN TRAFFIC INVESTIGATION

The use of civilians in place of police officers in the traffic function has been primarily restricted to two areas. Most commonly, civilians are used to direct traffic and issue parking citations. Less common is the use of civilians to investigate traffic accidents. Finally, the use of civilians in traffic enforcement is nonexistent. Several police departments currently using civilians as traffic accident investigators were examined.⁴

Fort Lauderdale, Florida

The first major department in the United States to implement a civilian accident investigator (CAI) program through the implementation of a grant from the United States Department of Transportation in 1972.

The city has a 1980 census figure listed as 150,000 and handles approximately 9,000 traffic accident reports per annum. This includes all private property, non-injury accidents, of which almost 80% are handled by CAIs and the remainder being addressed by regular traffic or patrol officers. In a 1975 report, the city indicated that of the 40 plus traffic fatalities incurred, five were handled by CAIs.

Prior to program implementation, all traffic accident reports were handled in the field by regular traffic or patrol officers; there were no specialized field officers dedicated to the accident investigation function.

At the outset of the program, all CAIs were given 200 hours of training, including report writing, emergency first aid, traffic control, etc.

The initial problem which developed was that of authority. The CAIs were not allowed to issue citations of any type; sighted violations, after-the-fact citations, or even parking violations. However, in early 1973, the CAIs were given authority through state legislation, enacted for that purpose, to issue citations for infractions.

Irvine, California

The CAI program was patterned after the one in Fort Lauderdale, Florida and instituted in 1979. The department did not previously have any officers specifically assigned to the traffic function with violations and accident investigations being handled by regular field officers. The CAI program has seven CAIs, one sergeant, and one follow-up officer. The CAIs are assigned to the day and afternoon shifts working from 0630 hours to 2300 hours and providing coverage five days a week. All accidents occurring on weekends or during the graveyard shift hours are handled by regular officers.

Neither regular officers nor CAIs are authorized to issue after-the-fact citations at the scene of an accident. Any arrest situations which arise entail the necessity of calling a sworn officer to handle the arrest and the report. Initial training was departmental and was eight weeks long.

Santa Ana, California

The CAI program began in 1980. Prior to that time, accident reports were handled by regular motor traffic officers or patrol officers. The seven CAIs are assigned from 0700 hours through 2230 hours, five days a week. Accidents occurring on weekend days and graveyard shift hours are handled by regular motor officers or patrol officers. Due to California law, any vehicle code violations or arrests at the scene of an accident cannot be addressed by CAIs; they must either request filing the violation at a future date or call a sworn officer to the scene.

Pasadena, California

The Pasadena Police Department has had civilians investigating traffic accidents for approximately 5 years. These civilians (Police Assistants) are used to take almost all reports where there is no immediate suspect, as well as perform a variety of other functions within the Department. This includes crime scene investigations (except homicides). The Police Assistants (P.A.) are given three weeks of in-house training, paid approximately 1/2 what a sworn officer is paid, are unarmed (except for mace) and wear a distinctly different uniform.

The P.A.s work 24 hours and respond alone to all traffic accident calls except fatals. They have the authority to impound cars, take statements, run individuals for warrants and issue parking citations. They do not have authority to issue personal service moving citations or make arrests. Should they discover a criminal violation (drunk driver, warrant suspect, etc.), they simply call for a police unit.

There are currently 28 P.A.s on the Department; however, the City has authorized hiring as many as possible since they can perform a wide variety of functions at half the cost, thereby relieving sworn officers for more critical duties. The sworn officers and management of the Department are extremely pleased with the P.A. program and wish to see it expanded.

To date, there have been no safety problems with the P.A.s.

There is no career ladder in the program except that a P.A. can go from P.A.1 to P.A.2 in approximately three years, however, the duties are the same. Supervision is provided by sworn sergeants. There is general agreement however that P.A.s could provide their own supervisors and that expansion of the program will probably result in the establishment of a supervisory level within the P.A. program.⁵

The experience of Pasadena Police Department in using civilians to investigate traffic accidents demonstrates that it can be done in a large metropolitan area and that personal safety is not a problem. The Pasadena program employs both male and female P.A.s; they work all hours and in all areas of the City, including the high crime areas. It should be noted that Pasadena is a large city bordering Los Angeles, with a large transient population. They have all the traffic congestion, population density, crime problems and socio-economic diversity as the City of Los Angeles.

The City of Pasadena will be implementing a photo speed radar program shortly. This program is expected to increase traffic violation enforcement ten fold and will be operated by a (civilian) Police Assistant. Violation notices are simply mailed to the registered owner of the photographed vehicle. No traffic stop is required. A similar program called photo/red light enforcement will also be implemented. This program photographs vehicles as they run red lights at intersections. The equipment does not require on-scene operation by anyone.

As can be seen from the several departments examined, the idea of using civilians in place of police officers in traffic is not particularly new.

All of the Departments using civilians are pleased with the program and cite the following advantages:

- * Extremely cost efficient
- * Better quality reports
- * Better accident and crime scene investigations than from sworn officers
- * Good reaction and acceptance by the public
- * Provide an excellent pool from which to select and hire new sworn officers

Clearly the future will require more efficient and more effective traffic investigation and enforcement operations. To accomplish this using sworn police officers is too expensive and a waste of an officer's ability and training. Using technology and less expensive civilian specialists will not only free officers for more critical assignments, but will greatly improve the level of safety on our streets.

F O R E C A S T I N G T H E F U T U R E

TRENDS AND EVENTS

The general question of using civilians in police work and particularly in traffic accident investigations has been discussed.

It is appropriate to look to the future and identify trends and events that will influence the future role of police in the traffic function. The impacts of significant trends have been identified and traced from five years ago and projected into the future to the year 1995 and 2000. Potential events impacting this issue that might occur over the next 12 years have also been identified.

The task of identifying and forecasting future trends and events and their potential impact was accomplished through use of the Nominal Group Technique (NGT). A group of professionals, either directly or indirectly concerned with traffic and the level of police response, was brought together. This group consisted of patrol and traffic police officers and supervisors, a budgetary expert, a Caltrans official, an insurance executive, a Department of Transportation manager, an accident victim and representatives from community business persons and residents. A representative from the local Councilman's office also participated, as well as a police official from a nearby small police agency (see Appendix A).

This group was briefed at some length for the purpose of thoroughly familiarizing them with the subject area and to elicit their insights and comments regarding the issue and its feasibility. The group identified trends and events that would impact on the subject area. A total of 20 trends and 14 events were identified that would, to some degree, influence the future role of police in the traffic function and the possibility of using civilians in this area (see Appendix B).

Subsequently, these were distilled down to the five key relevant trends and events. Each of the five trends' impact, beginning five years ago and projecting to the year 2000, was evaluated. The likelihood of each of the five events actually occurring was also established. Then, through a cross impact analysis, the interaction of events on events and events on trends was determined.

TRENDS

1. ELIMINATING ANCILLARY DUTIES OF POLICE OFFICERS AND FOCUSING THEIR EFFORTS ON CRIME

The trend to relieve police officers of nonessential duties and have them concentrate on crime investigation and apprehension of criminals has been in vogue for nearly 100 years. Police officers have traditionally been used to perform functions ranging from tax collector and lamplighter - to typist, jailer and parking checker.

Over the years, as the impact of crime became more severe and the cost of police officers increased, this trend gained impetus (as discussed in the previous History Section) and today the modern police agency uses civilians in place of sworn officers for a variety of duties. This trend continues to gain momentum today and as indicated in Graph #1, is projected to play an important role in further civilianization of police departments in the future.

2. INCREASING COSTS OF POLICE OFFICERS

As the law, statutory as well as case law, becomes not only more voluminous but complex, the need for higher quality, better educated and better trained police officers increases as well. The cost of attracting and retaining these high quality police officers continues to expand. Not only salary, but benefits (medical, pensions, etc.) and equipment all become more attractive and sophisticated. It seems to be axiomatic that as crime and the public demand for police officers increases, the restrictiveness of court decisions on police authority also increases. It requires the finest individuals that society can attract to perform the police function effectively and in accordance with case law. The amount of training, both recruit and in service, has also increased dramatically over the years and is projected to continue to do so in the future. As depicted in Graph #2, the cost of full time sworn police officers is anticipated to

continue to rise in the foreseeable future and play a significant role in forcing further consideration of civilianizing as many duties as possible in police departments.

3. INCREASING POPULATION IN THE LOS ANGELES AREA

This trend can be traced back to the mid 1800s when the gold rush brought thousands of Easterners west in covered wagons. Since then, the population of Los Angeles has increased at a rapid pace. Invariably, transportation, roads, schools, housing, water, as well as laws and police have lagged behind, seemingly never quite able to catch up. The situation is no better today and in fact has gotten worse in the Los Angeles Police Department. The Department is actually 300 officers smaller today than it was 13 years ago. As the population increases in Los Angeles it is also changing demographically.⁶

This trend as shown in Graph #3, is projected to continue to increase and therefore traffic will increase concomitantly. Needless to say, traffic congestion as well as accidents will also increase placing further demands on the police.

4. INCREASING TRAFFIC CONGESTION

A consequence of increasing population is naturally an increase in vehicle traffic. In Los Angeles with the present dismal state of mass transit and the already over crowded freeways, the inevitable will occur. As indicated in Graph #4, traffic congestion will not only become more severe, but will occur

more and more frequently. It is projected that in a few years the average speeds on the freeways during rush hours will drop to 17 miles per hour. Rush hours have already expanded to three hours plus in both the morning and evening hours.

Gridlock conditions are frequent in some areas of the City. In fact these intolerable conditions have just recently prompted the passage of an anti-gridlock law, another band-aid on what is clearly a hemorrhaging condition.⁷

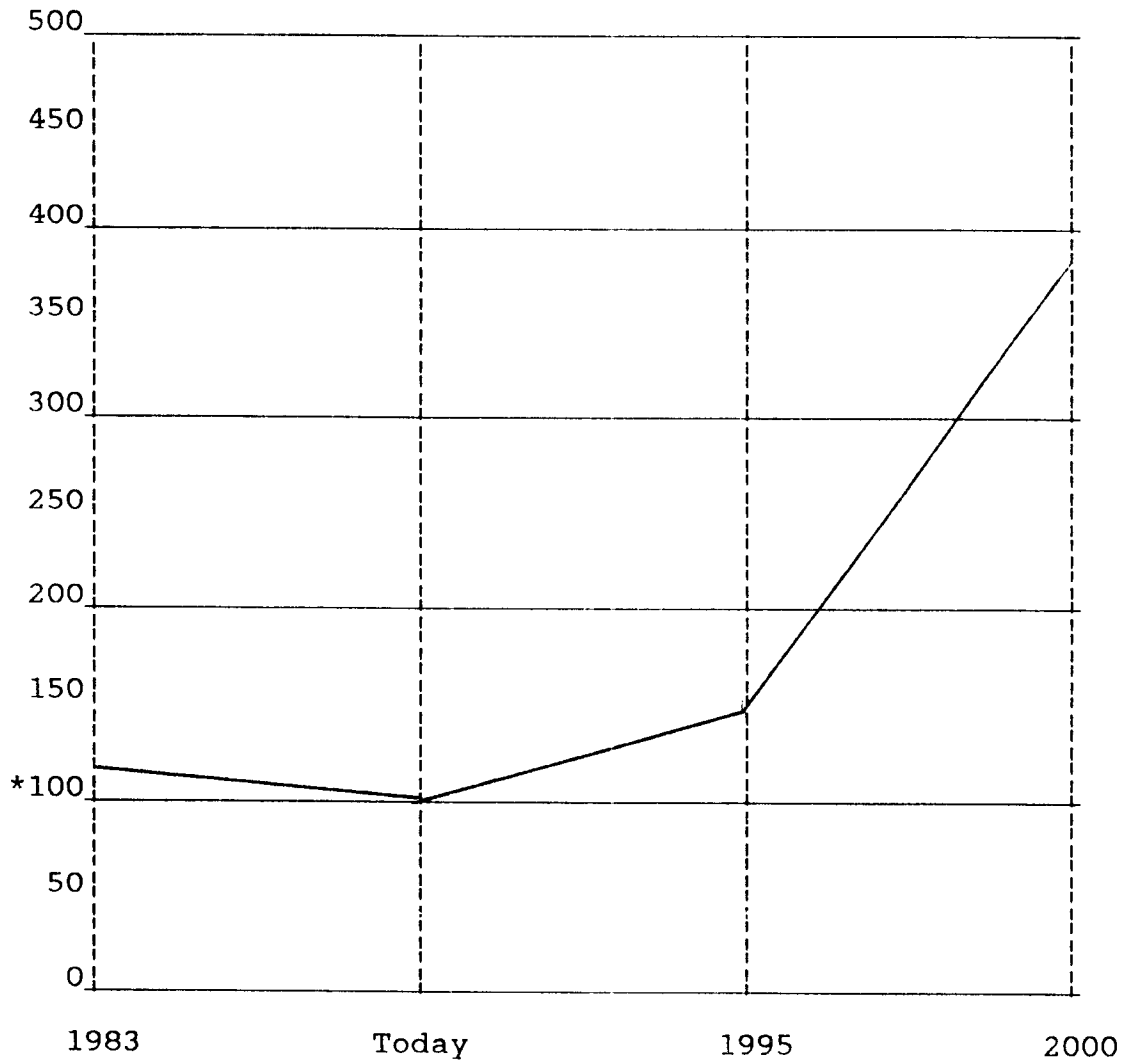
5. INCREASING PUBLIC INTOLERANCE OF TRAFFIC CONGESTION

As traffic conditions worsen, public intolerance increases. Tempers shorten and frequently flare (freeway shootings are not uncommon). Pressure mounts on the police department and government officials to "do something." As depicted in Graph #5, this trend is projected to continue to worsen and increase prompting further exploration to more effectively and inexpensively provide service to the public. As the police are more frequently drawn away from crime oriented duties to respond to traffic problems in response to public pressure, the more severe crime problems will become. The pressure to find alternatives to traditional police efforts to deal with the problems will increase.

These trends are further evaluated in terms of their impact on the issue area in the Trend Evaluation Form (Table 1). As indicated on this form, these trends have been steadily increasing and are projected to continue to increase through the year 2000.

GRAPH #1

TREND 1



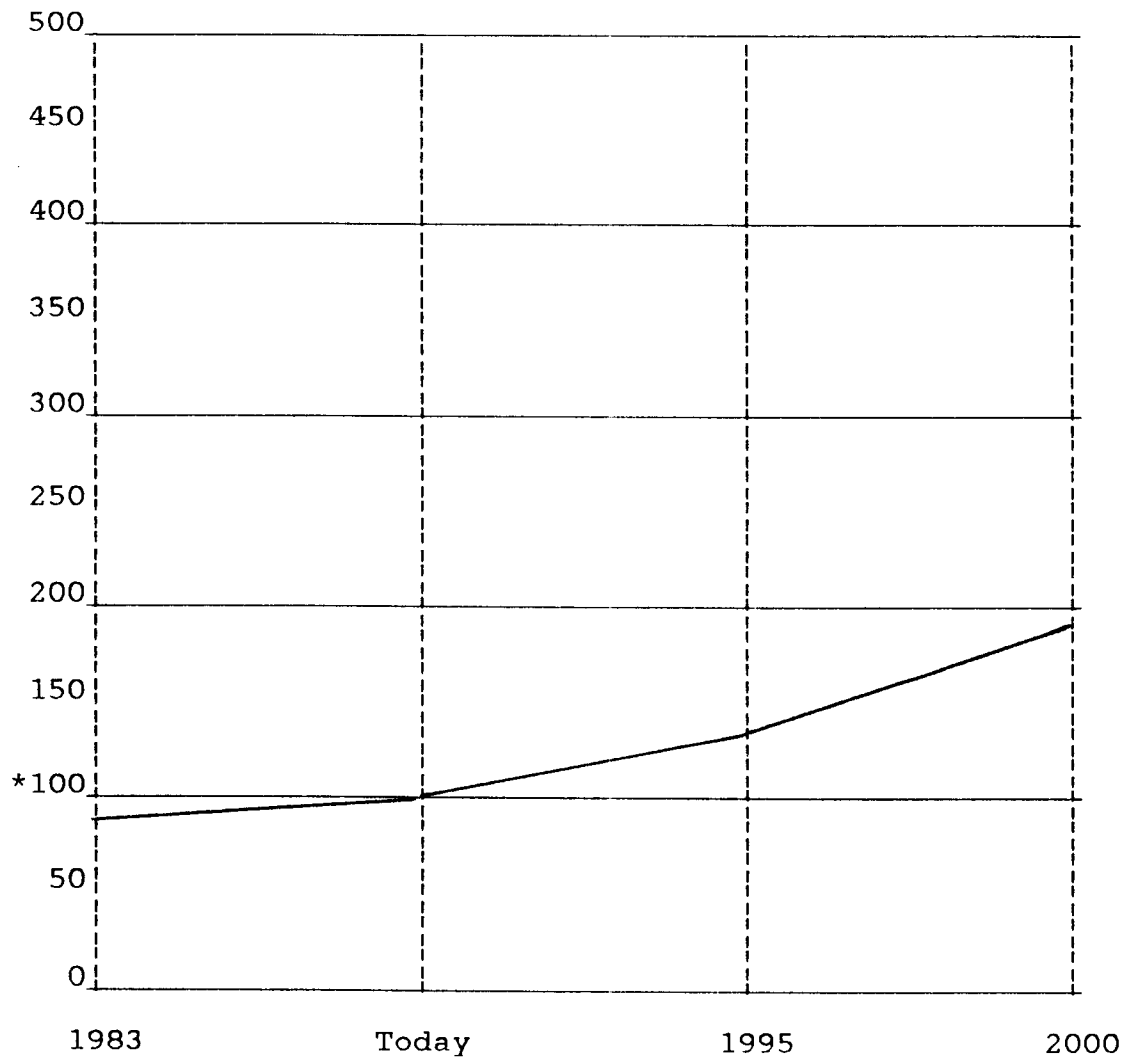
1. Eliminating Ancillary Duties of Police and Focusing Their Efforts on Crime

The group identified the need to focus police officers on crime as a current trend that would rise moderately by 1995 and then jump dramatically by the year 2000.

* Values relative to Today's level - Today = 100

GRAPH #2

TREND 2



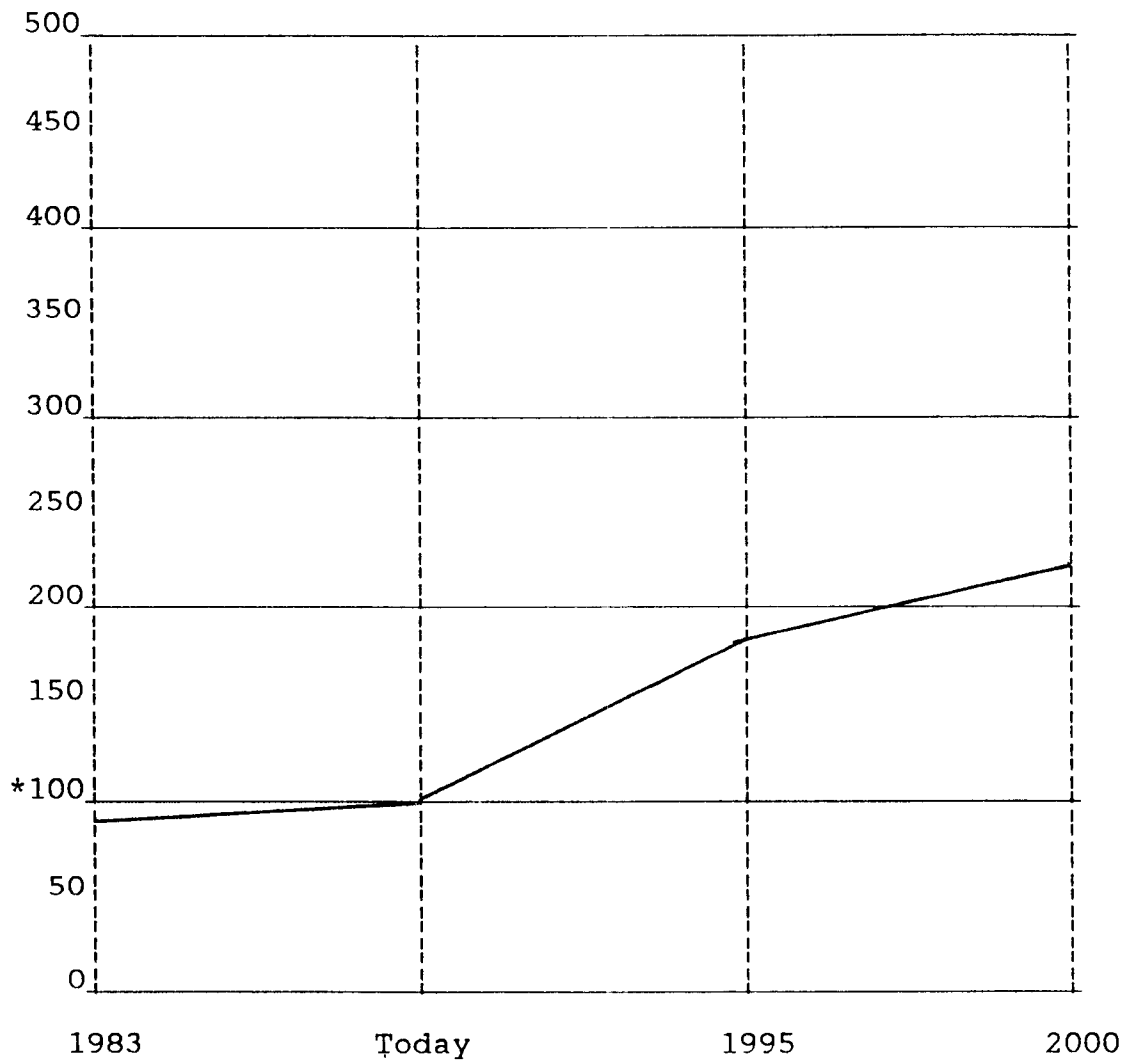
2. Increasing Costs of Police Officers

The group identified this trend as rising steadily over the next 12 years.

* Values relative to Today's level - Today = 100

GRAPH #3

TREND 3



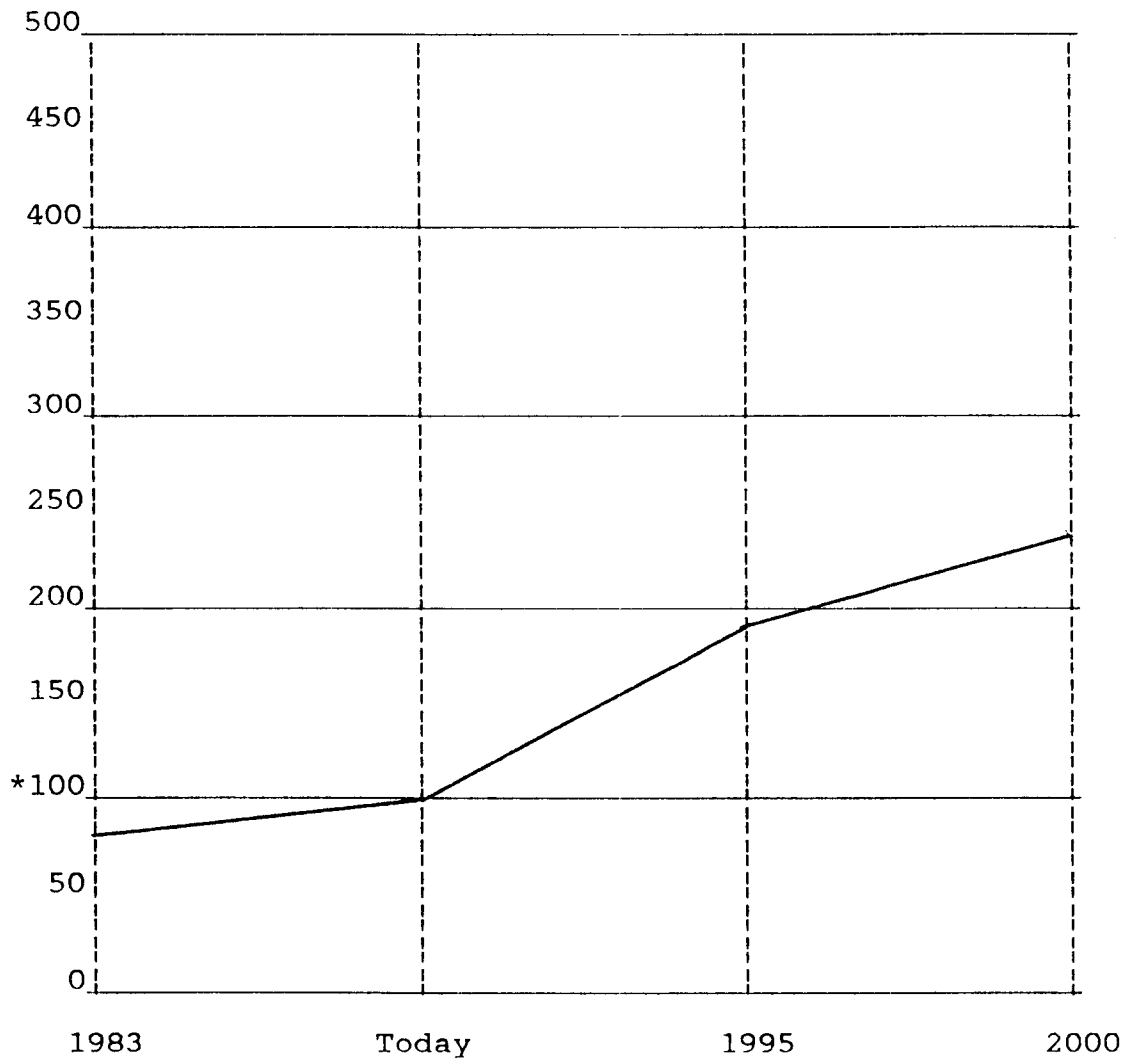
3. Increasing Population in The Los Angeles Area

The group identified this as a significant trend that would continue to rise in importance dramatically over the next 12 years.

* Values relative to Today's level - Today = 100

GRAPH #4

TREND 4



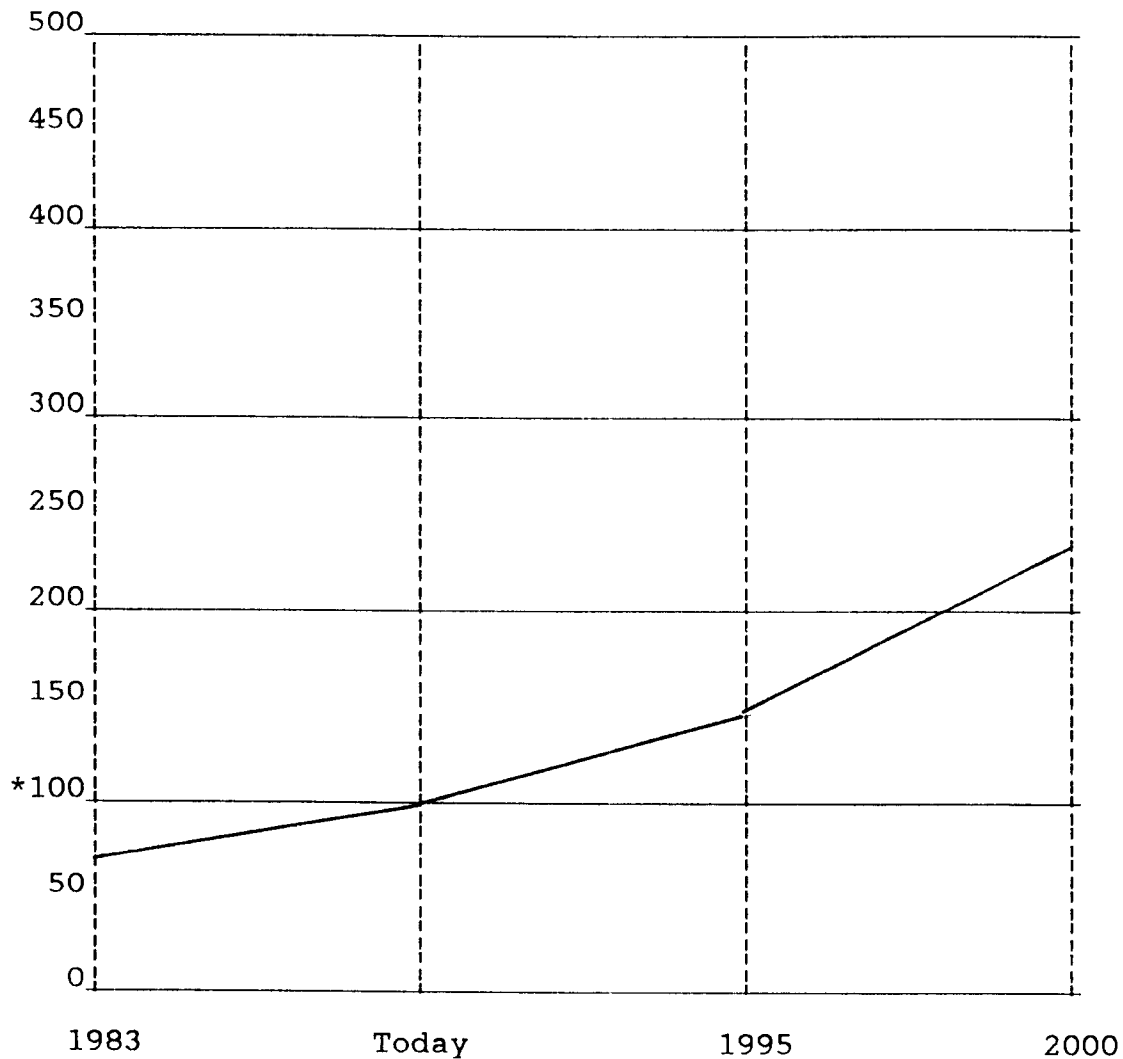
4. Increasing Traffic Congestion

The group identified this trend as gaining increasing significance and rising dramatically over the next 12 years.

* Values relative to Today's level - Today = 100

GRAPH #5

TREND 5



5. Increasing Public Intolerance of Traffic Congestion

The group identified this trend as somewhat paralleling the previous trend of increasing traffic congestion. The public intolerance of traffic congestion will increase significantly over the next 12 years.

* Values relative to Today's level - Today = 100

TABLE 1

T R E N D E V A L U A T I O N F O R M

T R E N D S T A T E M E N T	L E V E L O F T H E T R E N D (Ratio: Today = 100)				
	5 Years Ago	Today	"Will Be" In 7 Years (1995)	"Could Be" In 12 Years (2000)	
1. ELIMINATING ANCILLARY DUTIES OF POLICE OFFICER AND FOCUSING THEIR EFFORTS ON CRIME	107	100	149	376	
2. INCREASING COST OF POLICE OFFICERS	89	100	136	188	
3. INCREASING POPULATION IN THE LOS ANGELES AREA	92	100	178	210	
4. INCREASING TRAFFIC CONGESTION	82	100	188	233	
5. INCREASING PUBLIC INTOLERANCE OF TRAFFIC CONGESTION	67	100	146	225	

EVENTS

Events locally, statewide and nationally have direct impact on how law enforcement operates. Several events which may occur over the next 12 years have been identified that would have direct bearing on the future role of the police in the traffic function or replacement of sworn traffic officers with civilians. The following five events were identified by the group as being the most significant. Also projected was the probability that the event would occur by the year 2000.

1. SEVERE TAX RESTRICTION MEASURE PASSED LIMITING POLICE BUDGETS

Proposition 13 is probably the most well known tax restriction measure ever passed. Despite the Mayor's claims to the contrary, the Los Angeles Police Department was severely impacted by this measure and for the next 10 years not only did the Department not keep pace with population, crime and traffic increases, it actually declined. (In 1975, the Department had an authorized strength of 7,500 officers. In 1985, the Department's authorized strength was 6,900.) Needless to say, the passage of any such measure will not only have a great impact on the hiring of sworn police officers, but as in the case of Proposition 13, it will affect the hiring and retention of civilians as well. (Authorized civilian strength declined from 2,858 in 1978/79 to 2,614 one year later.)⁸

2. SPECIAL TAX PASSED EARMARKING FUNDS FOR POLICE

With the increasing public attention being given to crime and dissatisfaction with the worsening traffic problems, it is a distinct possibility that a measure of this nature might be passed to assuage public concerns. If so, it would have a significant impact on the Department's hiring of both sworn officers and civilians. It is doubtful however, that additional funds for police will be sufficient to reduce the need to find more effective and economical means of performing ancillary duties and conserving sworn police officer time.

3. RECESSION/DEPRESSION

Any decline or downturn in the economic condition, nationally, statewide or locally, no doubt will result in a tightening of the purse strings by public officials. Despite the politicians' public denials, these restrictions are inevitably reflected in the police department's budget with the net effect of fewer officers on the street and a reduced level of service and protection to the public. Of course, a local recession could also reduce the area's growth rate by discouraging east to west relocations. It is doubtful however, that illegal immigration across the Mexican border will be greatly affected (currently approximately 4,000 per day).⁹

4. MAJOR DEVELOPMENT IN VEHICLE SAFETY TECHNOLOGY

Depending on the nature and magnitude of this development in safety, it could have a real impact on the number or severity of traffic accidents thereby lessening the pressure on police to investigate them. Although vehicle safety developments are likely to occur and may reduce the severity of accidents, it is doubtful that they will result in any substantial decrease in the number of traffic accidents in the near future. Of course, although not expected in the near future, the perfection of a low cost collision-avoidance system could reduce the numbers of accidents as well.

5. MASS EXODUS OF POLICE OFFICERS FROM THE DEPARTMENT DUE TO LEGISLATION LIMITING PENSION BENEFITS

A mass exodus of police officers for any reason would be a devastating event. This nearly occurred a couple of years ago when the Gann Initiative, severely limiting police pensions, appeared on the ballot. Hundreds of officers in all Departments throughout California submitted their retirement papers in advance of the vote. Had the measure passed, the retirements would have taken effect as the officers sought to protect their pensions. In the Los Angeles Police Department, almost the entire command and staff complement would have left.¹⁰ This resulted in major contingency plans being developed by the Department involving a major restructuring of the command hierarchy. Needless to say, this would have greatly impacted the need to hire civilians to perform many traditional police duties.

<u>EVENTS</u>	Probability By The Year 2000
Event 1 - Severe Tax Restriction Measure Passed Limiting Police Budgets	23%
Event 2 - Special Tax Passed Earmarking Funds For Police	57%
Event 3 - Recession/Depression	41%
Event 4 - Major Development In Vehicle Safety	60%
Event 5 - Mass Exodus of Police Officers From The Department Due To Legislation Limiting Pension Benefits	17%

These are only a few of the events which could have a major impact on the issue area if they were to occur. These are further summarized in the Event Evaluation Form (Table 2) which not only estimates their impact on the issue, but on law enforcement as well.

TABLE 2

EVENT EVALUATION FORM

EVENT STATEMENT	PROBABILITY		NET IMPACT ON THE ISSUE AREA (-10 to +10)	NET IMPACT ON LAW ENFORCEMENT (-10 to +10)
	By 1995 (0-100)	By 2000 (0-100)		
1. SEVERE TAX RESTRICTION MEASURE PASSED LIMITING POLICE BUDGETS	20%	23%	+90	-5.0
2. SPECIAL TAX PASSED EARMARKING FUNDS FOR POLICE	41%	57%	+1.8	+8.0
3. RECESSION/DEPRESSION	32%	41%	-3.6	-2.8
4. MAJOR DEVELOPMENT IN VEHICLE SAFETY TECHNOLOGY	33%	60%	+1.8	+6.9
5. MASS EXODUS OF POLICE OFFICERS FROM THE DEPARTMENT DUE TO LEGISLATION LIMITING PENSION BENEFITS	13%	17%	-2.4	-6.9

CROSS IMPACT ANALYSIS

Cross impact analysis estimates the impact of one event occurring upon another event, or one event occurring upon a trend. The impact on an event can be an increase or decrease in the probability of the event occurring or no impact at all. The impact of an event on a trend can increase or decrease the projected direction of the trend, or have no impact at all.

Below are the estimates of what the impact of one event occurring first would have on subsequent events. This is followed by an estimate of the impact of events on trends. The change reflects a percentage increase or decrease in the direction and strength of the trend.

On page 29, is the cross impact analysis chart (Table 3). This chart depicts the estimates of the impact of events on events and events on trends.

TABLE 3

CROSS IMPACT EVALUATION FORM
YEAR 2000

Suppose that this
event with this probability
actually occurred

How would the probability of the events
shown below be affected?

							TRENDS				
		E1	E2	E3	E4	E5	T1	T2	T3	T4	T5
E1	23%		Decrsd to 56%	Incrsd to 51%	Decrsd to 54%	Incrsd to 36%	Incrsd 52%	Decrsd 5%	Incrsd 25%	Incrsd 45%	Incrsd 88%
E2	57%	Incrsd to 29%		Decrsd to 40%	Decrsd to 54%	Incrsd to 19%	Decrsd 32%	Incrsd 0.5%	Incrsd 14%	Decrsd 8.6%	Incrsd 29%
E3	41%	Incrsd to 62%	Decrsd to 12%		Decrsd to 42%	Incrsd to 22%	Incrsd 6%	Decrsd 21%	Decrsd 10%	Decrsd 14%	Incrsd 14%
E4	60%	Incrsd to 28%	Decrsd to 52%	Decrsd to 40%		Incrsd to 22%	Incrsd 4%	Decrsd 19%	Decrsd 1%	Decrsd 19%	Decrsd 1%
E5	17%	Incrsd to 59%	Incrsd to 89%	Decrsd to 34%	Decrsd to 48%		Incrsd 84%	Incrsd 16%	Incrsd 32%	Incrsd 53%	Incrsd 100%

Percentage Chance
Of Occurrence
By The Year 2000

Event 1 - Severe Tax Restriction Measure Passed Limiting Police Budgets 23%

Event 2 - Special Tax Passed Earmarking Funds For Police 57%

Event 3 - Recession/Depression 41%

Event 4 - Major Development in Vehicle Safety Technology 60%

Event 5 - Mass Exodus of Police Officers From Department Due to Legislation Limiting Pension Benefits 17%

Trend 1 - Eliminating Ancillary Duties of Police Officers and Focusing Their Efforts on Crime

Trend 2 - Increasing Cost of Police Officers

Trend 3 - Increasing Population in Los Angeles Area

Trend 4 - Increasing Traffic Congestion

Trend 5 - Increasing Public Intolerance of Traffic Congestion

EVENTS ON EVENTS

1. If a severe tax restriction measure is passed limiting police budgets

THE PROBABILITY OF		(From)	
A.	Passage of a Special Tax Earmarking Funds for Police	(57%)	Decreases To 56%
B.	Recession/Depression	(41%)	Increases To 51%
C.	Major Development in Vehicle Safety	(60%)	Decreases To 54%
D.	Mass Exodus of Police Officers	(17%)	Increases To 36%

2. If a special tax is passed earmarking funds for police.....

THE PROBABILITY OF			
B.	Recession/Depression	(41%)	Decreases To 40%
C.	Major Development in Vehicle Safety	(60%)	Decreases To 54%
D.	Mass Exodus of Police Officers	(17%)	Increases To 19%
E.	Severe Tax Restriction Passed Limiting Police Budgets	(23%)	Increases To 29%

3. If a recession or depression occurs.....

THE PROBABILITY OF			
C.	Major Development in Vehicle Safety	(60%)	Decreases To 42%
D.	Mass Exodus of Police	(17%)	Increases To 22%
E.	Severe Tax Restriction Passed Limiting Police Budgets	(23%)	Increases To 62%
A.	Passage of Special Tax Earmarking Funds for Police	(57%)	Decreases To 12%

4. If a major development in vehicle safety technology occurs.....

THE PROBABILITY OF

D. Mass Exodus of Police	(17%)	Increases To 22%
E. Severe Tax Restriction Passed	(23%)	Increases To 28%
A. Passage of Special Tax Earmarking Funds for Police	(57%)	Decreases To 52%
B. Recession/Depression	(41%)	Decreases To 40%

5. If a mass exodus of police occurs.....

THE PROBABILITY OF

E. Severe Tax Restriction Passed	(23%)	Increases To 59%
A. Passage of Special Tax Earmarking Funds for Police	(57%)	Increases To 89%
B. Recession/Depression	(41%)	Decreases To 34%
C. Major Development in Vehicle Safety	(60%)	Decreases To 48%

EVENTS ON TRENDS

1. If a severe tax restriction measure is passed limiting police budgets.....

THE DIRECT IMPACT ON THE TRENDS WOULD BE

A. Eliminating Ancillary Duties of Police and Focusing Their Efforts on Crime	Increases 52%
B. Increasing Cost of Police Officers	Decreases 5%
C. Increasing Population in Los Angeles	Increases 25%
D. Increasing Traffic Congestion	Increases 45%
E. Increasing Public Intolerance of Traffic Congestion	Increases 88%

2. If a special tax is passed earmarking funds for police.....

THE DIRECT IMPACT ON THE TRENDS WOULD BE

A. Eliminating Ancillary Duties of Police and Focusing Their Efforts on Crime	Decreases 32%
B. Increasing Cost of Police Officers	Increases .5%
C. Increasing Population in Los Angeles	Increases 14%
D. Increasing Traffic Congestion	Decreases 8.6%
E. Increasing Public Intolerance of Traffic Congestion	Increases 29%

3. If a recession or depression occurs.....

THE DIRECT IMPACT ON THE TRENDS WOULD BE

A. Eliminating Ancillary Duties of Police and Focusing Their Efforts on Crime	Increases 6%
B. Increasing Cost of Police Officers	Decreases 21%
C. Increasing Population in Los Angeles	Decreases 10%
D. Increasing Traffic Congestion	Decreases 14%
E. Increasing Public Intolerance of Traffic Congestion	Increases 14%

4. If a major development in vehicle safety technology occurs.....

THE DIRECT IMPACT ON THE TRENDS WOULD BE

A. Eliminating Ancillary Duties of Police and Focusing Their Efforts on Crime	Increases 4%
B. Increasing Cost of Police Officers	Decreases 19%
C. Increasing Population in Los Angeles	Decreases 1%
D. Increasing Traffic Congestion	Decreases 19%
E. Increasing Public Intolerance of Traffic Congestion	Decreases 1%

5. If a mass exodus of police officers occurs.....

THE DIRECT IMPACT ON THE TRENDS WOULD BE

- | | |
|---|----------------|
| A. Eliminating Ancillary Duties of Police and Focusing Their Efforts on Crime | Increases 84% |
| B. Increasing Cost of Police Officers | Increases 16% |
| C. Increasing Population in Los Angeles | Increases 32% |
| D. Increasing Traffic Congestion | Increases 53% |
| E. Increasing Public Intolerance of Traffic Congestion | Increases 100% |

CROSS IMPACT EVALUATION

The results of the group's (NGT) estimates of cross impacts, in some instances, can appear somewhat incongruous. This is because individual members of the group approached or viewed the various events and trends from different perspectives. When all of the members' estimates were averaged, on occasion the outcome would appear inconsistent.

For example, in reviewing the cross impact analysis chart, the group estimated that if Event 1 (passage of a severe tax restriction measure) occurred then Event 5 (mass exodus of police officers from the Department) would increase from a 17% likelihood to a 36% likelihood of occurring. This would be logical. But the group then estimated that if Event 2 (passage of a special tax earmarking funds for police) occurred, then Event 5 (mass exodus of police officers from the Department) would again increase to 19%.

At first it may seem somewhat odd that a tax measure either decreasing or increasing funds for police would result in an increase in the likelihood of a mass exodus of officers. It should be noted, however, that in the first instance a substantial increase of a mass exodus was forecast. In the second instance only a very small increase in the likelihood was forecast. In fact, a change, plus or minus, of 5% should not be considered indicative of a major impact. Several group members, in this instance, felt that even if special funds were being earmarked for police, the officers would leave immediately if their pension benefits were reduced and the likelihood of legislation limiting pensions was not contingent on the condition of local police budgets. The Gann Initiative attempt to limit police pensions a few years ago, was a prime example.

The most significant estimates by the group were those forecasting major increases in traffic congestion and public intolerance of traffic congestion (Trends 4 and 5). Also those events whose probability is increased or decreased to above or below 50% if another event occurs. For example, if Event 5 (mass exodus of police officers) occurs, then Event 2 (passage of a special tax earmarking funds for police) increases to 89%. If Event 3 (recession/depression) occurs, then Event 1 (tax restriction

measure) increases to 62%. If Event 1 (tax restriction measure) occurs, then Trend 5 (public intolerance of traffic congestion) increases 88%.

These are some of the most significant impacts projected by the group and are reflected in some of the scenarios.

SCENARIOS

The next step in forecasting the future is to develop three possible scenarios: The future as it is most likely to occur, a pessimistic view or "worst case" future that is within probabilities, and an optimistic or "best case" future, that is the future as you would like to see it develop. These scenarios were developed using the NGT group identified trends and events as guidelines, particularly those top five trends and events subjected to cross impact analysis. The NGT group, of course, identified many important trends and events not part of the top five, which have also influenced the development of each scenario (see Appendix B).

Scenario 1 - Most Likely To Occur - Circa 2000

The year is 2000. Los Angeles has continued to develop rapidly and despite fluctuations in the economy, continues to prosper. The Pacific Rim Nations have invested significantly in the Los Angeles Area and this has kept Los Angeles largely recession free. The rest of the nation has felt the effects of recession much more severely. The population has continued to increase and, as forecasted in the 1980s, it has become older, more Hispanic and Asiatic in make up.

Unfortunately, crime and traffic congestion continue to be major problems. The police force has grown over the years to 9,000 officers as the result of much public pressure and the passage of a

special tax earmarking funds for police. But, as has always been the case, the Department lags far behind what is needed to gain the upper hand on crime and traffic.

The recent development of high technology vehicle safety devices has helped reduce fatal and injury traffic accidents, but property damage only traffic accidents have increased. Traffic congestion to the point of gridlock in several areas of the City is commonplace and consumes a considerable amount of police time to untangle. These problems have been getting steadily worse since the late 1980s and there are real indications that many major industries and corporations are considering locating their businesses and headquarters in other cities that have taken more aggressive steps to solve their crime and traffic problems. The public's intolerance of traffic congestion, in particular, has reached the breaking point and "getting out of Los Angeles" unfortunately seems to be a developing trend with serious ramifications for the City's future.

Many proposals were suggested over the last 10 years to deal with the problems, some with more validity than others. One proposal to hire civilians or para-police to investigate traffic accidents and enforce minor traffic violations, thereby freeing officers for criminal enforcement duties was examined with interest. However, provincialism won out and after a heated debate between the Police Department and the Department of Transportation, the idea was scrapped and the police continue to fulfill the traffic function.

Scenario 2 - Worst Case - Circa 2000

Although severe economic problems continue to occur in the nation, for a long time California and, in particular, Los Angeles, were spared due largely to the emerging Pacific Rim Nations investment in Los Angeles since the late 1980s. Recently however, the investment has stopped and in fact seems to be in reverse.

Although some mass transportation is finally becoming available in Los Angeles, the future of the City is not bright because of worsening crime problems and near gridlock traffic conditions in much of the City.

Due to the tremendous population increases in Los Angeles since the 1980s and the excruciatingly slow development of the limited subway system, the average speed on most freeways has slowed to below 10 miles per hour during rush hours. Rush hours have slowly expanded to encompass all hours between 4:00 a.m. and 10:00 p.m. This freeway congestion has forced large numbers of drivers off the freeways and onto surface streets where frequently actual gridlock conditions become so severe that police motorcycle units must respond and spend hours untangling the mess. The downtown area has become a nightmare for drivers despite numerous pieces of legislation (such as the anti-gridlock law passed in 1988) designed to relieve the problem. In fact, recent studies have shown that many large worldwide corporations representing the emerging Pacific Rim Area are deciding to avoid Los Angeles due to these problems and instead are establishing their headquarters elsewhere.

Interviews with corporation and business executives indicate that Los Angeles has become undesirable as a place to work or live because of the crime and traffic problems. Moreover, there appears to be no solution or even plans to deal with the problem in the near future.

Crime has continued to worsen with gangs and narcotic peddlers literally in full control of many neighborhoods. People in many large areas of the City live in constant fear. Those that can afford to, move out. But hundreds of thousands of poor and recently arrived aliens cannot and are trapped. The police are in an impossible situation. Although the force has increased in numbers to 9,000 officers, they are woefully inadequate to deal with the steadily worsening problems. Much of police time is spent responding to traffic problems, investigating serious injury accidents and unsnarling gridlock conditions. Police response time to emergency calls for service from citizens is a minimum of 45 minutes, primarily due to traffic conditions. As far as non-emergency calls go, police response is almost non-existent. The police will not respond to a burglary of less than \$25,000.00 and car thefts and car clouts are crimes simply reported to a police computer by telephone. The police no longer respond at all to family or business dispute calls unless a crime involving serious injury has occurred. The future for Los Angeles appears to be that of a massive ghetto made up of the poor, the homeless and the frightened alien. Businesses are closing and moving out. Homeowners are selling at a loss just to get away from the City.

The causes for this deterioration of one of the nations most desirable and thriving cities are many, but mostly it can be attributed to politics, failure and fear of taking action to correct problems at an early stage and just plain lack of leadership. Everyone, including the City's political leadership and City managers, simply sat back on their laurels reminiscing about the past and how wonderful we were. Everyone played "C.Y.A.", afraid to speak out or act decisively for fear of criticism. It did not take long for this stagnation and lack of imagination to discourage the bright young people and college graduates in the City and convince them that their future careers lie outside City service. All City departments, including fire and police, began experiencing severe recruitment problems and were forced to greatly reduce their standards to get anyone at all. These problems then began to multiply and feed on themselves and soon the City was in a severe decline and too far gone to be salvaged.

As conditions in the City worsen and hopelessness among residents becomes more widespread, drugs and alcoholism increase. Drunk driving is so commonplace that the police ignore it unless a serious injury accident occurs. The police are regarded as, at best, ineffective by all citizens and the hated enemy by many. They publicly admit they are overwhelmed and this infuriates the law-abiding citizen, especially after he has fought three hours of rush hour traffic to get to his burglarized (five times this year) home and is now receiving a traffic citation from a police officer. No wonder police salary and pension benefits have been

drastically reduced by the Los Angeles public in the last few elections. Those reductions further hampered recruitment efforts and several attempts to pass legislation limiting the pensions of tenured officers has caused a mass exodus of experienced officers from the Department to seek employment elsewhere.

Scenario 3 - Most Desirable - Circa 2000

Although severe economic problems continue to occur in the nation, California and particularly Los Angeles, have largely been spared. This is due to the emerging Pacific Rim Nations' investment in Los Angeles since the late 1980s.

But Los Angeles has not been without problems. The nations largest city continues to have growing pains as population increases and demographic changes occur. Crime and traffic, since the late 1980s, have continued to worsen. However, with some mass transportation finally becoming available in the City, it looks as though Los Angeles will survive and become the nation's leading City in size, population and economy and, at the same time, maintain its standard and quality of life at a high level. The massive traffic congestion and gridlock predicted for the early 1990s did not materialize and crime was kept in check by what continues to be regarded as the most professional and innovative police department in the world, the Los Angeles Police Department. This accomplishment must be attributed to some major revisions in the Department's approach to crime and traffic that occurred in the early 1990s.

One such innovation was the Department's experimentation with and decision to get police officers out of the traffic enforcement business. Due to the increasing cost of police officers and the public's demand for quicker police response to crime related calls for service, the Department began experimenting with using civilians for traffic related duties. Although many concerns were voiced regarding a civilian's authority, ability and safety, the obstacles were successfully overcome. Today, for all intents and purposes, traffic is handled by civilian employees of the Los Angeles Police Department's Traffic Bureau. This Bureau is headed and staffed by civilians with a rank structure and levels of expertise providing a career ladder for those individuals choosing this vocation.

The Department's civilian Traffic Bureau employs nearly 1,000 civilian traffic accident investigators and traffic enforcement officers. Both categories are unarmed and wear distinctive uniforms that are clearly different from a sworn police officer. They drive light colored, economy vehicles and vans with light bars on top which are distinctively marked as civilian traffic units.

A massive public information campaign was launched by the Department to inform the public what the duties of the new civilian traffic officers would be. They have the authority to take traffic accident reports, impound cars and issue traffic citations. They do not have the power to arrest anyone nor will they go into pursuit of a fleeing traffic violator. They have been instructed

to simply back off, take down the license plate number and summon the police if they are confronted with any kind of crime such as drunk driving, stolen vehicles, assault or the violator attempts to flee. The police will quickly respond and handle the situation.

In conjunction with the implementation of this new program, state and local legislation was passed giving the civilians the necessary authority to write personal service moving citations, make vehicle stops and impound vehicles at accident scenes if necessary. Legislation was also passed making it a felony to assault a civilian traffic officer and specifying a severe penalty for attempting to evade a traffic officer who is stopping you for a traffic violation. Legislation has also been passed that makes the registered owner of a vehicle responsible for all traffic violations against his vehicle, regardless of who was driving. This has greatly reduced the number of traffic stops required of both civilians and officers. A notice of the violation is simply sent to the registered owner of the vehicle.

The overall effect has been that the new civilian traffic officers have been widely accepted by the public and 99% of the time citations are issued and accidents are investigated efficiently and expeditiously without the necessity of any involvement by sworn police officers.

The civilian traffic officer is hired with far fewer demanding qualifications than a sworn police officer and at approximately one-half the pay. They are hired solely for the purpose of either investigating traffic accidents or enforcing traffic laws. The traffic investigator receives six weeks of intensive accident investigation training. The traffic enforcement officer receives ten weeks of training which includes Spanish and how to safely pull over a traffic violator. This compares with six months of training for a sworn police officer. Additional training is available for the traffic investigator who wishes to promote to senior traffic investigator and be able to investigate more serious traffic accidents, perform traffic reconstructions, etc.

Since the inception of this new program, to the public's delight, the Department has resumed responding to and taking non-injury traffic accident reports. This practice was eliminated in the early 1980s due to a severe shortage of police officers and increasing crime in the City. Now, with civilians performing these tasks, a much higher and efficient level of service is being performed at significantly lower cost.

Criminal law enforcement has also benefited as a result of the civilianization of traffic in the Los Angeles Police Department. Prior to implementation of this program, 700 sworn officers were assigned full time to traffic related duties (269 Accident Investigation officers and 359 motorcycle officers and 71

assigned to miscellaneous duties). These were all experienced, highly paid, six month trained sworn officers. These officers have been subsequently reassigned. The accident investigation officers have gone back to criminal law enforcement duties permitting the geographic police stations to beef up their patrol and deploy special anti-crime and narcotic task forces. The phased infusion of trained and seasoned officers into the patrol force has brought a new and improved feeling of security to the City.

The 359 motor officers continue to ride their motorcycles. They provide a critical, highly mobile, widely dispersed, rapid response force to the City in the event of a major disaster such as an earthquake. Motorcycle officers can get to where they are needed despite traffic congestion or blocked freeways or roads. A significant number of the motor officers have been reassigned to beef up the Department's anti-drunk driving enforcement efforts. The motor officers having been freed from the primary responsibility of enforcing traffic regulations can now concentrate their efforts on getting the drunk driver off the road. This has resulted in a significant reduction in drunk driving related deaths in the City.

The rest of the motor officer force was reassigned to the geographic areas as Emergency Call Rapid Response Units (RRU). These motor officers, working in pairs, remain available in a division to respond quickly to emergency calls for service from the public. The motorcycle's maneuverability through heavy traffic has

cut police response time during heavy call load hours to nearly 1/2 of what it was prior to civilians taking over the traffic function. The job of the motor officer upon responding to an emergency call is to take whatever immediate action must be taken to stabilize the situation. This may involve calling an ambulance, making an arrest or securing a location until the four wheeled police unit arrives on the scene. The call and/or the arrestee is then turned over to the assigned patrol officers who will conduct preliminary investigations, take reports and advise the parties involved. The motor officers quickly return to the air to be ready to respond to the next emergency call. The citizens of Los Angeles are overjoyed at the new quick response of their police department and feel they are finally getting the service they pay for with their taxes.

Since police officers no longer issue citations, the image and popularity of the police officers in the community has risen dramatically and compares with that of firemen and paramedics. This improved support has not been lost on the local politicians who have responded accordingly with support.

Crime has been reduced, not only because more experienced officers are assigned to criminal law enforcement, but the reduced response time has resulted in more crooks being caught at the scene of the crime, many times in the act.

The motoring public has also benefited from the increased traffic enforcement. The roads are safer and traffic moves faster with fewer delays. Driver courtesy has definitely improved along with voluntary compliance with traffic laws. The City coffers have benefited from the increased enforcement as well.

S T R A T E G I C P L A N

The purpose of this chapter is to identify a strategic plan which will move the Los Angeles Police Department toward implementation of a proactive, well thought out policy, that will result in the realization of the "most desired" scenario described in the last chapter.

In a broad sense, the Los Angeles Police Department could approach the issue of its future role in traffic and civilianization with the classic "but that's the way we have always done it" attitude. This would entail a policy of doing nothing and probably result in the "most likely" scenario becoming reality. Or worse yet, the Department could adopt a policy of opposition, negativism and provincialism which could lead to the "worst case" scenario.

The Los Angeles Police Department, however, prides itself in being a responsible proactive law enforcement agency ready to meet the challenges of the future. Its history supports this position and in fact indicates that the Los Angeles Police Department has been in the forefront of change and innovation. The policy of taking an affirmative, proactive, supportive position willing to examine and try all reasonable suggestions for improving police service is clearly the preferred policy and the one most likely to result in the "most desired" scenario becoming a reality.

This strategic plan will use the SMEAC model as the structure for the proposed plan. SMEAC is an acronym for an analysis of the situation, a mission statement, a plan for execution, administration and logistics, and required command and controls.

SITUATION

Environmental Analysis - Outside the Organization

The Los Angeles Police Department, although only one of thousands of police departments in the United States, plays a vital leadership role in determining future approaches and policy in police work. Moreover, the Los Angeles Police Department is only one of many City departments and of course only one, albeit important, cog in the criminal justice system. Despite this, the Los Angeles Police Department has historically set the standard in law enforcement, particularly in the area of civilianizing traditional police duties and freeing officers for more critical assignments. The Department's innovativeness has affected the entire criminal justice system over the years and continues to do so.

The critical trends identified through the NGT process as being important to the issue of the Department's future involvement in the traffic function are: the increasing trend toward eliminating ancillary duties of police officers and focusing their efforts on crime, the increasing cost of police officers, the increasing

population in Los Angeles and the increasing incidence of and public intolerance of traffic congestion.

The most important events identified were the possibility of: a severe tax restriction measure passed limiting police budgets, a special tax passed earmarking funds for police, a recession or depression, a major development in vehicle safety technology and the possibility of a mass exodus of police officers from the Department.

Each one of these trends and events can be viewed as either a threat or an opportunity to the Department depending on its potential impact.

For example, the increasing trend toward eliminating ancillary duties of police officers can be viewed as a threat if civilians are viewed as intruders in police work and sheer numbers of sworn police officers is a paramount goal. However, this trend can also be viewed as an opportunity if delivering a more cost effective and higher level of service is the goal. Job satisfaction, and therefore performance, improves when an individual is and feels that he/she is being used to his/her full potential. When sworn police officers were used as typists, jailers and parking checkers, they were not very effective or productive. Civilians have proven in a myriad of police functions that they can do some jobs better and cheaper. No one would suggest today that we go back to using full-time sworn police officers as jailers, typists, lamplighters, tax collectors, property officers or traffic control officers.

The trend of increasing police officer cost is a reality and can be viewed as a threat to the taxpayer and City budget, but can also be viewed as an opportunity to attract the finest individuals society has to offer to perform the life and death functions of police work.

The trend of increasing population can also be viewed as a threat to the status quo with more overcrowding, crime and congestion. Or the increasing population can be viewed as an opportunity for cultural diversification and new ideas as well as more law abiding taxpayers, the vast majority willing to support the police and join the fight against crime.

The trends of increasing traffic congestion and the public's growing intolerance of it, of course, are threats which we must recognize and deal with. How we approach the future and deal with these trends will determine whether they will, in fact, be opportunities or threats, and if threats, whether they will be insurmountable.

Organizational Capability Analysis

As in any industry or community, an analysis of the Los Angeles Police Department indicates both strengths and weaknesses concerning the issue of the Department's future role in traffic and the feasibility of civilianizing traffic.

STRENGTHS

The Los Angeles Police Department is a well-trained highly professional organization, well respected throughout the world. All officers in the Department, regardless of rank, have gone through the Los Angeles Police Academy and the Department prides itself on its continuing education and training programs aimed at keeping personnel current on trends, laws and procedures. The Los Angeles Police Department is famous for being remarkably free of graft and corruption.

The Los Angeles Police Department has traditionally been on the cutting edge of law enforcement in procedures, tactics, equipment and technology. Even in the worst of times, the Department has been well supported by the citizens of Los Angeles and generally had Mayoral and City Council support. This support comes from a history of providing professional service and protection to the citizens of Los Angeles and a lack of major scandals.

The Los Angeles Police Department has traditionally attracted a very high caliber of employee due to its outstanding reputation as being the "finest". Many of its employees take substantial pay cuts from their civilian jobs in order to join the Department and serve the citizens of Los Angeles.

These strengths are general in nature, but are vital to taking innovative steps in the future to more effectively use civilians in the Department to further allow sworn officers to concentrate on crime problems.

WEAKNESSES

The Los Angeles Police Department is a huge organization with a myriad of programs in operation at any given time with many more on the drawing boards. Everyone is busy and understaffed and there are many competing interests for the limited resources available. Implementation of any new program, especially one of this magnitude, can be a monumental task. Just getting everyone "on board" and to understand what is being proposed can be difficult.

Resistance to any program, particularly one of this size, can be expected. Traditional ways of doing things would change. Traditional jobs would be done differently. Many individuals and empires would feel threatened.

The Los Angeles Protective League would no doubt take a close look at the proposal and if enough members objected, even though a minority, the League might oppose it. After all, civilianizing traffic might impact their membership and even if it did not, they might oppose it anyway since relations with Department management have not always been the most mutually cooperative.

Civilians have traditionally not been readily accepted by the rank and file police officer and are still, even today, to some degree considered outsiders.

Lack of funding is a weakness that has always faced the Department. Even when a program will ultimately save the Department and City money in the long run, it can be rejected just because there are no immediate funds. This is a common disease of government called penny-wise and pound-foolish.

STAKEHOLDER ANALYSIS

Introduction

Stakeholders are those individuals or groups who have an interest or "stake" in the organizations' activities. A snaildarter is a less obvious stakeholder, who at first glance might appear to be harmless and not have an interest, but who suddenly rises up and objects, sometimes threatening the very project itself. It is critical to anticipate snaildarters and address their concerns in the strategic plan.

This section will identify and assign assumptions to the stakeholders.

An assumption is a brief description of how the stakeholder feels about the issue of the Department's future role in traffic and civilianizing the traffic function.

Stakeholders can be supportive, create opposition or have mixed or conflicting interests. Identifying, evaluating and mapping their positions is essential for ensuring successful implementation of the strategic plan.

STAKEHOLDERS/ASSUMPTIONS

1. Police Officer - mixed position

- A. Supportive of not having to take traffic accident reports or being under pressure to write citations.
- B. Unsure about the advisability of increasing the number of civilians in the Department.
- C. Unsure about how the proposal might impact his ability to do criminal police work.
- D. Motor officers may be opposed due to concern about changing their traditional role from traffic oriented to criminal enforcement.

2. Police Chief - support

- A. Will want to improve service to citizens and in particular resume taking property damage only accident reports.
- B. Will support proposal if civilians remain under Department control so they can be deployed effectively to address traffic problems.
- C. Will approve of the reassignment of experienced police officers from traffic to concentrate on criminal law enforcement. Also, will approve of the Department's increased ability to reduce response time to emergency calls.
- D. Will approve of improved public image of sworn officers now that they no longer issue traffic citations as a primary responsibility.

3. Media - support

- A. Generally should support the idea and approve of the reduced number of traffic violator pursuits.

4. Citizens - mixed

- A. Generally should support this proposal as being more cost effective.
- B. Possibly some adverse response from citizens concerned that increased traffic enforcement or quicker police response to calls may mean they will get caught.

5. Mayor/City Council - mixed

- A. Support more cost effective traffic enforcement and investigation (increased revenue).
- B. Support increasing sworn police officer strength with experienced officers (not having to pay for recruitment and training).
- C. Support reduced response time.
- D. Support resumption of responding to citizen calls for a traffic accident report in property damage only instances and quicker response time.
- E. Oppose because of lack of funds to hire civilians.

6. Los Angeles Department of Transportation - oppose

- A. Concerns about civilians' safety.
- B. Will oppose because civilian traffic enforcement officers and investigators will not be under their control.

7. Insurance Companies - support

- A. They will strongly support proposal because it will result in traffic accident investigations and reports which are not currently available thereby more accurately fixing responsibility.

8. A.C.L.U. - oppose

- A. Concerns about violations of civil rights by civilians.
- B. Concerns about misuse of authority by civilians.
- C. Traditional to oppose anything the police want, especially if it will result in more police officers on the street and increased enforcement of the law.

9. Taxpayers Association - mixed

- A. May see this proposal as an inexpensive way to get experienced officers on the street.
- B. Will be concerned about initial tax dollars required to hire civilians.

10. Courts - oppose

- A. Will be concerned that additional traffic and criminal enforcement could result in additional court cases further overloading the system.

SNAILDARTERS

1. Police Chiefs - Other Departments

Some Chiefs, due to resistance to change and opposition to use of civilians in police work, will oppose. Some may oppose on basis of safety to civilians.

2. Police Protective League

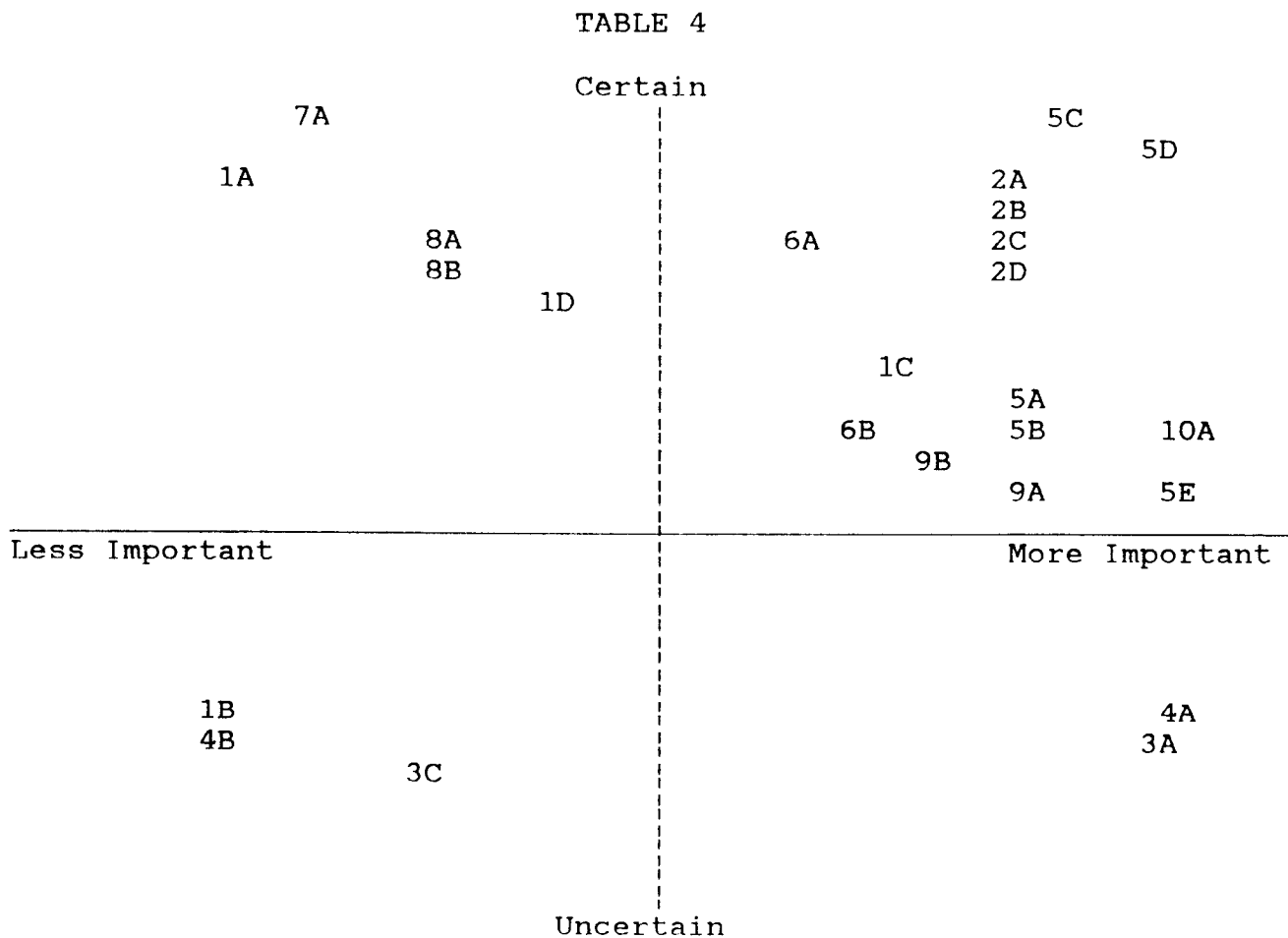
Relations with Department management have not always been good. This proposal does impact many officers in their traditional roles. Careful consideration will have to be given to keeping the League informed and working with the Board of Directors to ensure their support. Inviting a League Representative to participate as a member of an oversight advisory committee may be appropriate.

3. Council

Depending on who will get credit for the idea and existing political situation (race for Mayor) may oppose. Some may oppose because of concern for civilians' safety.

Mapping Stakeholders' Assumptions

A graphic display of stakeholders' assumptions appears in the following assumption map (Table 4). The purpose of plotting each position is to assist in understanding how important each stakeholders' position is to the issue of civilianizing the traffic function, and secondly, to determine how certain or uncertain is the stakeholders assigned assumption.



Stakeholders

- | | |
|-----------------------|---|
| 1. Police Officers | 6. Los Angeles Department of Transportation |
| 2. Police Chief | 7. Insurance Companies |
| 3. Media | 8. A.C.L.U. |
| 4. Citizens | 9. Taxpayers Association |
| 5. Mayor/City Council | 10. Courts |

As can be seen in Table 4, the assumptions of the Chief of Police and the Mayor/City Council are not only evaluated as being relatively certain, but are considered critical to the success of this proposal. These assumptions must be addressed accordingly if this proposal is to succeed. Many of the other stakeholder concerns are estimated to be of less certainty and/or importance. They should not be forgotten, but given an appropriate share of attention.

MISSION STATEMENT

The Los Angeles Police Department is dedicated to providing the highest level of police service in the most cost effective manner to the citizens of Los Angeles. This commitment includes the protection of life and property, the prevention of crime, the identification and arrest of criminals, the preservation of peace, quick response to citizen emergency calls for service, maintaining the safe and efficient flow of traffic and thoroughly investigating all traffic accidents to determine responsibility and, to as quickly as possible, restore the free flow of traffic.

In furtherance of these goals, the Los Angeles Police Department will maintain a progressive and proactive role in determining what duties might be more cost effective and efficiently performed by civilian employees of the Department. Whenever possible, police officers will be relieved from ancillary duties and reassigned to high priority criminal law enforcement and emergency call response functions.

EXECUTION

So far in this paper we have explored trends and events, assessed the situation today and identified a mission statement we want to achieve.

The next step is to identify alternative strategies or courses of action that the Los Angeles Police Department might implement to move towards the achievement of the previously identified mission statement, as well as the realization of the most desired scenario described in the previous chapter.

This was accomplished by a combination of interviews and a modified delphi technique. The group involved police professionals at officer, supervisor and management levels representing both patrol and traffic as well as a civilian representative. The group was asked to suggest possible strategies for civilianizing the traffic function in the Department. These strategies were discussed and evaluated as to their feasibility and desirability. After considerable discussion, all were determined to have some merit and the following is an evaluation of each alternative strategy from the perspective of the identified stakeholders and their assumed concerns.

ALTERNATIVE STRATEGY #1

Implement a small scale civilian traffic program in one geographic area for a one year experimental period. Monitor and evaluate the results of the program and determine feasibility for Department-wide implementation.

This alternative would include both traffic accident investigation and traffic enforcement. It would also involve the development of a six to ten week orientation and training program prior to assignment of the civilians to the experimental area. It also presupposes that the entire civilian traffic program will remain under the control and jurisdiction of the Police Department.

This strategy has the benefit of looking at the concept of civilianized traffic on a small scale, in a relatively quiet police area such as Devonshire or North Hollywood, with a relatively small investment of time and resources. Should the experiment fail or partially fail, part or all of the program could be scrapped with little disruption to overall Department traffic operations.

Some investment will be required to recruit, hire and train three or four civilian traffic officers. During the trial period, the activities of the civilian traffic enforcement officers will have

to be under the control of a sworn officer until appropriate legislation is passed authorizing civilian traffic officers to issue personal service (moving) citations.

The stakeholders will react to this strategy in various ways.

Police Officers

With some exceptions, will approve of the program and support. Some officers may resent the additional work involved in training civilians.

Police Chief

Will support this experimental approach, under his control, with the final decision for implementation up to him.

Media and Citizens

Generally should be expected to support with a wait and see attitude. The conduct of these newly hired civilian traffic officers will be critical to the future success and acceptance of the program.

Mayor/City Council

With the possibility of many benefits for their constituents, they will be generally supportive. Although some concern will be expressed regarding start up costs, this small scale trial period will permit evaluation of the program with minimal investment. This should generally overcome the cost objections until the program is proven workable.

Department of Transportation

May oppose because of lack of control, but will take a wait and see attitude on officer safety, until this experimental approach is completed.

A.C.L.U./Taxpayers Associations and Courts

Will continue to have the same initial reservations, but may not oppose strongly during experimental period preferring to wait and see the outcome of the trial period.

The civilian traffic enforcement officer safety issue, which is of real concern to almost all the groups, will be tested on a small scale basis in this approach and may allay many stakeholders' concerns, if successful.

This approach will also require a public education program to inform the driving public as to the authority and duties of the new civilians as well as familiarize the public with the civilian traffic officer's distinctive uniforms and vehicles.

ALTERNATIVE STRATEGY #2

Bring in a civilian traffic supervisory cadre to the Department, send them through the basic six to ten week training program and allow them to work with experienced sworn police traffic officers for approximately three months. This civilian supervisory cadre would then provide the training for the initial hiring of civilian traffic investigators and civilian traffic enforcement officers.

This strategy also assumes that the civilian traffic program will remain under the control of the Department.

This strategy has the added benefit of permitting civilian supervisors to train their civilian officers who they will subsequently supervise in their tasks as civilian traffic

officers. This approach may also result in a cost savings in that, after the initial cadre of civilian supervisors are trained, all future training for civilian traffic officers will be assumed by civilians. This, no doubt, would more quickly free additional sworn officers for reassignment to other duties. Of course, some sworn officer involvement will have to continue for an extended period to provide additional training and guidance and availability for more complicated traffic accidents.

The stakeholders will view this strategy in various ways.

Police Officers

Will support this strategy despite their apprehension concerning hiring more civilians. This strategy will relieve their concerns about having to train civilians for an extended period of time.

Police Chief

Will support this alternative, although, no doubt, will be concerned that the civilians receive adequate training.

Media and Citizens

Would generally support this approach with a wait and see attitude.

Mayor/City Council

Would support this approach because it would more quickly result in the reassignment of sworn officers to patrol as well as reduce costs.

Department of Transportation

Would have much the same concerns as previously stated, however, may be receptive to the idea of civilians training civilians.

A.C.L.U.

Would probably continue to be concerned about abrogations of civil rights and misuse of authority.

Taxpayers Associations

May support this proposal because of cost savings.

Officer safety concerns would not be addressed nearly as effectively under this proposal which could create some acceptance problems among many stakeholders. The need for a public education program would be equally as important with this strategy.

ALTERNATIVE STRATEGY #3

Turn the entire traffic function over to the Department of Transportation with only minimal assistance from the Police Department.

This alternative has several advantages, yet overall may be the least desirable. The Department of Transportation has no experience in traffic accident investigation or enforcement and would no doubt find this a most difficult and complicated function to take over without substantial transitional assistance from the Department. The Department of Transportation may be able to recruit and hire and even manage a civilian force of officers, but the nature of traffic accident investigation and enforcement will require extensive assistance and field training from the Department.

On the positive side, this proposal, if it could be accomplished, would immediately free a large number of officers for reassignment to other duties with minimal involvement and cost to the Department.

Service to the public, quality of investigations and civilian officer safety could suffer greatly. Many of these problems would be blamed on the Police Department and no doubt fall back on the Department to rectify.

The stakeholders would react to the strategy in various ways.

Police Officers

Would initially support because of reduced training demands.

Police Chief

Would probably oppose to some extent in that he/she would lose total control of the entire traffic function. Also, the Chief would no doubt realize that without substantial Department assistance the traffic function could not be adequately assumed by the Department of Transportation.

Mayor/City Council

Would initially support this strategy because of reduced costs and the speedier reassignment of experienced officers to other more critical law enforcement problems. However, their support would most likely reverse itself when the problems began to surface and citizen complaints began to deluge their offices.

Department of Transportation

Would probably support the strategy of assuming the entire traffic function from the Department, but would recognize the need for a slow transitional approach with substantial assistance from the Department. The Department of Transportation would also express considerable concern regarding the traffic enforcement aspect of this proposal and the safety of unarmed civilian officers. This may result in opposition to the entire strategy.

Taxpayers Associations

May support on a cost savings basis only.

Again, the officer safety issue would loom as a major concern for many stakeholders and would not be satisfactorily addressed in advance by this strategy.

The need for a public education media campaign would also accompany this strategy.

RECOMMENDED STRATEGY

After reviewing the three possible alternative strategies, it was determined all three have merit. Each alternative has different components that have varying degrees of support from stakeholders and are feasible and desirable.

The recommended strategy is that the most desirable aspects of all three alternatives, with some modifications, be integrated into a single strategic plan designed to accomplish the ultimate goals of:

1. Improving traffic enforcement and traffic accident investigation services to the Los Angeles motoring public through civilianization of the traffic functions.
2. Provide this improved service at a significantly reduced cost.

3. Relieve experienced police officers from traffic related duties and reassign them to criminal law enforcement responsibilities.
4. Reduce police response time to emergency calls for service.

The following is a list of strategic steps taken from the three alternative strategies which will take the Los Angeles Police Department from where it is now in handling the traffic function to the realization of its ultimate goals in an orderly and efficient manner. Since some of the steps are controversial and difficult to assess without experimentation, the strategy is designed to permit all or partial implementation or total elimination with minimal disruption to police service, both traffic and criminal.

1. Establish a City-wide Traffic Reorganization Advisory Committee (TRAC) to oversee the experimental test program, evaluate its results and recommend future implementation totally, partially or elimination of the program entirely.
2. Select a relatively quiet police area of the City for a one year trial civilian traffic program.
3. Carefully select sworn traffic officers and supervisors, as well as a civilian traffic supervisory cadre from the Department of Transportation, to participate in the program.
4. Divide the program into two parts: traffic accident investigation and traffic enforcement. Select two or three civilian supervisors to participate in each half under the direct supervision of sworn officers.
5. Instruct the police academy staff to prepare a six to ten week orientation and training program for the new civilian traffic supervisors.
6. Develop a public education program to inform the public of the experiment and the duties, uniforms and vehicles of the new civilian traffic officers. This would include educating the news media and public of the benefits of this program.

7. Request the City Attorney, with the assistance of the Department and State Legislators to develop legislation authorizing civilian traffic officers to issue personal service moving citations. Also, to prepare legislation making it a serious offense to assault or evade a civilian traffic officer performing his duties.

The City Attorney should also be developing and supporting State Legislation to make the registered owner of a vehicle responsible for all traffic violations against his vehicle. (Similiar to the way parking violations are currently handled.)

8. Prepare educational and training materials for roll call training of police personnel.

This trial program would be implemented on one watch in one area, using selected training officers. The in-field portion of the program would not begin until the civilian traffic officers had successfully completed the six to ten week orientation and training program. All in field investigations and enforcement activities would be under the direct supervision of a sworn officer with a daily end-of-watch evaluation report to be submitted by each officer. Comments from the civilian trainees would also be solicited. This information would go directly to TRAC (Traffic Reorganization Advisory Committee).

Each of the civilian traffic supervisors going through the program would understand that should the experimental program be a success and implementation Department-wide is recommended, they would become the trainers of newly hired civilian traffic officers.

After the one year experiment, it would also be the task of the TRAC to evaluate and recommend the feasibility of the Department of Transportation assuming control of the entire traffic function or whether it should remain with the Department.

This recommended strategic plan would be viewed by the stakeholders in the following manner:

Police Officers

Will generally support this approach. Although they will be training the civilian supervisory cadre in the beginning, this function will ultimately be assumed by civilians. This approach will also permit some evaluation of the impact of this program on the officers ability to do criminal police work.

Police Chief

Will support this experimental approach. He/She will have significant input with the TRAC and will be in a position to ensure adequate training of the new civilians.

Media

Should support this approach since a special effort is being developed to keep them informed and solicit their assistance to educate and inform the public.

Citizens

Generally should support this approach and will appreciate being kept informed. They should also appreciate that the City/Department is attempting to improve service to them as well as place a large number of experienced officers on the street to fight crime.

Mayor/City Council

Will approve of the approach. They will be represented in the TRAC and will see this as a low cost method of testing this program with significant benefits possible for the City and their constituents.

Department of Transportation

Will support this approach. The small scale experiment will allow evaluation of the program particularly the civilian safety aspects. The Department of Transportation will also be represented in the TRAC and will participate in all decision making and recommendations including whether or not the entire program should be assumed by them.

A.C.L.U.

May support or at least reduce their criticism with this approach permitting close evaluation before expanding to a full scale City-wide implementation.

Taxpayers associations

Will support this approach as a low cost, logical method of evaluating the program with the potential for putting a large number of experienced police officers on the streets without the expense of hiring and training new officers.

Courts

Will still have many concerns, but will realize that this approach will permit early evaluation of the impact on their bailiwick.

CIVILIAN TRAFFIC OFFICER SAFETY

The issue of civilian safety was identified as an important concern of many stakeholders. It will continue to be a major concern under this strategy as well. However, this approach will permit a small scale trial evaluation of the safety issue. Also, should implementation of the program be recommended, a slow phased expansion of the program will permit constant monitoring of this important safety issue. This should adequately address the concerns of many stakeholders and result in their support.

A Possible Solution To The Safety Issue

Currently, the Pasadena Police Department is experimenting with a photo speed enforcement program. Photos are taken of speeding vehicles. The photo clearly shows the violator and the violator's license number, the date and time and the clocked speed of the vehicle. Pasadena is pursuing State Legislation to permit them to mail a citation to the registered owner of the vehicle who would be responsible for paying for the citation or appearing in court. This procedure may revolutionize traffic enforcement. It does not require a traffic officer to pursue or stop a traffic violator. No signature is required of the violator on a citation. Traffic flow is not impeded by a police vehicle with flashing red lights at the side of the road and an officer citing a violator. Should a registered owner fail to respond or pay for a citation, he will be unable to renew his vehicle registration and therefore will not be displaying current tabs on his vehicle license plate. This will subject him to being stopped by the police and being booked for outstanding traffic warrants.

With appropriate legislation, this procedure could be expanded to make the registered owner liable for all traffic violations involving his vehicle, regardless of who was driving. Also, this procedure could include all traffic violations not requiring the immediate stop of the violator for safety reasons. For example, should a civilian traffic enforcement officer observe a traffic

violation (unsafe left turn), he will simply record the license number of the violator and vehicle description. The officer then simply completes a form describing the violation observed, the date, time and location. The citation is then mailed to the registered owner. Ideally, of course, would be for the officer to have a dash mounted camera that would permit him to photograph the license number of the violator and at the same time automatically record the date and time of the violation. The officer would need only to fill in the location and law violation to complete the citation. There would be no need to stop the vehicle or approach the violator.

This procedure would result in a significant increase in the number of citations issued, maximize traffic flow, eliminate traffic violator pursuits and greatly increase civilian traffic officer safety. Since vehicle pursuits and in traffic vehicle stops would be eliminated, citizen safety would be greatly enhanced as well. Needless to say, this no doubt would also greatly increase the awareness and caution of the driving public as to whom they permit to drive their vehicles.

ADMINISTRATION AND LOGISTICS

The establishment of TRAC (Traffic Reorganization Advisory Committee) as a City-wide overseer of the program will be an important step in ensuring an orderly implementation of this program.

New legislation regarding the authority of the civilian traffic officers will also be required. The City Attorney can be directed to oversee this task.

Of course budget allocations will be required to conduct this experimental program for one year.

The Personnel Department can be assigned the responsibility of developing a new civil service classification for the civilian traffic accident investigator and civilian traffic enforcement officer as well as an appropriate career ladder.

Many of these tasks need to be performed simultaneously or in any event before the one year experimental program is over and any expansion of the program is recommended or approved.

COMMAND AND CONTROL

It would be a function and responsibility of the TRAC (Traffic Reorganization Advisory Committee) to develop a monitoring system to constantly review and control the experimental program.

The TRAC, throughout the pilot program and during phased expansion, would keep accurate statistics regarding the progress and impact of the program on Departmental operations. Some of the areas to be monitored are:

1. Response time (patrol and traffic)
2. Impact on the crime picture
3. Public response
4. Officer morale
5. Numbers and types of traffic violations written by the civilians
6. Numbers and types of citations written by sworn officers
7. Impact on traffic accident rate
(Injury, non-injury and fatal accidents)
8. Amount of time to clear an accident scene from the streets
9. Impact on traffic congestion

In the event the program is adopted City-wide, a more permanent management structure would need to be created. Probably a committee to oversee the City-wide traffic function consisting of one representative from the Police Department, Department of Transportation, and the City Council would suffice. The day to day operations would work through the normal chain of command in either the Police Department or the Department of Transportation, whichever entity ultimately takes over the civilianized traffic function.

T R A N S I T I O N M A N A G E M E N T P L A N

To this point this study has looked at the future and identified where the Department wants to go, evaluated various alternatives, and finally recommended a strategy for getting there. Now, in this chapter, a transition management plan will be suggested to ease and facilitate the Department's move.

Currently, the Department's use of sworn police officers to accomplish the traffic function is inefficient and costly. Civilianizing the traffic function, thereby providing improved service to the public at a lower cost, is the challenge. To make a Departmental change of this magnitude will require a management structure that will enable the new proposal to be tested and evaluated with minimal disruption to Department operations. It also must permit phased-in expansion should the proposal prove successful in the experimental area. Accident investigation operations would first be expanded with civilians replacing sworn officers. Then traffic enforcement would be implemented. This chapter will identify the "critical mass" and describe both an interim and permanent management structure that will manage this transition.

CRITICAL MASS ANALYSIS

A continuation of the process of identifying stakeholders and snaildarters, discussed in the previous chapter, is to develop a commitment plan.

The stakeholders were analyzed and the critical mass identified. The "critical mass" is the key number of individuals or groups whose support is essential to the success of the strategic plan. The commitment level of the critical mass was then analyzed in terms of block change, let change happen, help change happen or make change happen. This was helpful in identifying individuals or groups which must be targeted and lobbied in order to move them to the level of commitment needed for success.

The following chart (Table 5) is a graphic representation of the critical mass, their present commitment level (TODAY) and the necessary commitment level (X) to accomplish the transition successfully.

The police traffic commander, as the chairman of the TRAC, will have the primary responsibility for implementing the project. As the representative of the Chief of Police, he/she will be the one to make change happen.

The police traffic commander will require the support of the other stakeholders and it will be his/her task to build the necessary level of commitment to get the proposal accepted and implemented.

Table 5

COMMITMENT LEVEL CHART

(Type of Commitment)				
CRITICAL MASS INDIVIDUALS/GROUPS	BLOCK CHANGE	LET CHANGE HAPPEN	HELP CHANGE HAPPEN	MAKE CHANGE HAPPEN
Police Chief		TO DAY-----	----->X	
Police Officers		TO DAY-----	---->X	
Mayor City Council		TODAY----	----->X	
Department Of Transportation		TO DAY-----	---->X	
Public		TO DAY---->X		
Media		TO DAY-----	---->X	
City Attorney		TODAY----	----->X	

COMMITMENT PLANNING

Police Chief

The Police Chief, of course, is critical to the success of this proposal. Each step toward accomplishing this transition will require his/her support. Even approval to run the small scale experimental program will require Chief of Police approval. The Chief's current position today of blocking the change, or allowing it to occur, is because a satisfactory proposal addressing his/her concerns and outlining the benefits of change has not been presented. Once the Chief realizes the potential benefits from this program and the proposed methods of testing its validity before expanding Department-wide or committing major resources, his/her position is expected to move to the "help change happen" category. The Chief's active support will be essential to moving the other critical mass members to the required commitment level.

Police Officers

Police officers will play a critical role in the success of this proposal. They will naturally be suspicious of the proposal in the beginning, but after learning of its potential benefits and the role that they will play in the transition, their position should change to that of active assistance (help change happen) or, in the

case of some officers, at least to a non-interference mode (let change happen). Informative and educational materials used in an internal education program will do much to further this change and bring most officers to the required commitment level.

Mayor/City Council

Needless to say, the support of the City Government will be critical to instituting this change. Political and budgetary support will be required at all stages of the transition.

The Mayor and City Council should prove to be most receptive to a well-thought-out proposal detailing the advantages and up-front costs associated with the plan. This, combined with personal contact from a Department staff officer, should be successful in moving the City Fathers from a disinterested position to the required supportive, "help change happen" category.

Department of Transportation

The Department of Transportation will be an important player in the success of this proposal. They currently handle all parking enforcement using uniformed civilians. They may also be the logical entity to assume the entire traffic function should civilianization prove to be successful. Their input will carry considerable sway with the City Council and they will be in a position to provide considerable input to make the proposal

succeed. Their position today of block change will be important to address. A carefully prepared proposal addressing their concerns and their involvement in TRAC (Traffic Reorganization Advisory Committee) should serve to move them into the "help change happen" category.

The fact that the program can be tested on a small scale basis and then evaluated before expanding should be attractive to the Department of Transportation.

Public/Media

Both the public and media can play an important role in the success of this proposal. The City Fathers can be reluctant to act if the public and media actively oppose the move. A carefully developed information program for the public and media explaining how the program will work and the potential benefits should do much to persuade these two groups to at least not oppose the program and maybe even provide some support.

City Attorney

The City Attorney could possibly be classified as a snaildarter. Although he is not personally affected by this proposal, his efforts in securing proper legislation will be critical. The City

Attorney's active support is therefore very important. He must be moved to a "help change happen" category. By successfully persuading the City Council and the Chief of Police with a well-thought-out program the City Attorney should be moved accordingly.

MANAGEMENT STRUCTURE

A management structure that can facilitate the transition of the Los Angeles Police Department from it's current organization and methods of handling the traffic function to the desired future state of civilianized traffic must be established. The management structure must be flexible and capable of implementing and managing a multi-phased operation. The initial management structure during the experimental phase of the program will, of necessity, be temporary. Should the decision be made to proceed Department-wide, a new and more permanent management structure will be required.

TRAC

The initial management of the experimental phase of the program will be embodied in a City-wide coordinating committee previously referred to as TRAC (Traffic Reorganization Advisory Committee). The committee, established by the Mayor, would consist of top level

representatives from almost all stakeholders. Two police officials, one from patrol and one from traffic, would be representing the Chief of Police. Two members of the City Council, a top official from the Department of Transportation, an interested citizen, and a member of the Taxpayers Association would also be represented. The committee would be chaired by the traffic police official. This will probably be agreeable to all the members of TRAC in that it is the Police Department that is initiating the proposed change and the current responsibility and expertise is with the Department.

The committee, of course, will have the appropriate staff assigned to assist the TRAC with it's coordination and evaluation responsibilities. The staff support members should include a motor officer, sergeant and a traffic accident investigation officer, a patrol officer, a civilian traffic officer and a supervisor. A representative from the City Attorney's Office would be assigned to the TRAC as an ex-officio member.

The TRAC would report to the Mayor's Office with regular reports to the Chief of Police, Department of Transportation and the City Council. They would have the overall responsibility to oversee and evaluate the experimental operation, measure its effectiveness and make recommendations or changes in the program and determine its continuation.

RESPONSIBILITY CHARTING

With the establishment of the TRAC to oversee, monitor and control the pilot program, it is important that the members of the TRAC understand their roles and work in harmony.

A mechanism has been developed for clarifying role relationships as a means of reducing ambiguity, wasted energy and adverse emotional reactions. This mechanism is known as Responsibility Charting.

The below chart (Table 6) identifies the TRAC actors (across the top) and a few of the tasks or decisions that the committee will be expected to make (left column). Of course, many more tasks, actions, activities, or decisions could be listed but this chart will serve as an example of how the process works and its benefits.

Table 6

RESPONSIBILITY CHARTTRAFFIC REORGANIZATION ADVISORY COMMITTEE

TASKS	ACTORS										Staff Members
	Police Cmdr Traffic	Police Cmdr Patrol	City Council Person	City Council- of Person	Dept. of Trans.	Tax Payers Assoc.	Citizen	City Attorney			
Initiate & Design Proposal	R	A	S	S	S	I	I	I			I
Establish Budget	R	I	A	A	S	I	I	I			I
Initiate Law Changes	A	S	A	A	I	I	I	R			I
Implement Pilot Program	R	S	A	A	A	I	I	S			S
Monitor Progress	A	A	S	S	S	I	I	I			R
Make Changes	R	A	S	S	A	I	I	S			S
Decide Expansion	R	A	A	A	S	I	I	S			S

R = Responsibility (not necessarily authority) S = Support (put resources toward)

A = Approval (right to veto)

I = Inform (to be consulted)

In this instance, it becomes clear that most of the responsibility for initiating action and controlling the direction and expansion of this proposal lies with the police traffic commander who is representing the Chief of Police. Approval and or support from the other key stakeholders represented on the TRAC, will serve to gain consensus for the project's ultimate form and direction. Several members of the TRAC, although identified as key players (part of the critical mass), will only be informed regarding each step in the implementation process. Their input, however, will be important to the other TRAC members and will play an important role in formulating policy and direction. Including these individuals as TRAC members and responding to their input and concerns will do much to ensure the necessary commitment level of these critical mass individuals and groups, as well as keeping potential snaildarters from "sinking" the entire program.

Staff members (motor officer, traffic officer, etc.) are included and kept informed. They will serve as advisors to TRAC members and, since they are experienced working level personnel, their input will carry much sway with the committee. The staff will also have the responsibility for conducting actual in field inspections and monitoring the program, as well as collecting statistics. Their inclusion in the TRAC and being kept informed and involved will ensure that they perform their job objectively and effectively keeping the TRAC members fully informed of accurate useful information.

C O N C L U S I O N

This report has focused on the future involvement of the Los Angeles Police Department in the traffic function by the year 2000.

In looking at trends and events, the future of the City of Los Angeles is clearly one of more people, traffic and crime. Although, no doubt, more police officers will be hired over the years, all estimates are that, due to their costs, they will continue to be far fewer than necessary to perform even basic police tasks adequately. The need to make better use of our existing resources by focusing police officers' efforts on critical criminal law enforcement tasks is obvious.

A realistic look at the future of the City of Los Angeles and its' police department, demands new and innovative thinking on how the Department will continue to achieve its basic mission. Looking at the past, it is clear that the Department, although always severely undermanned, has been successful to a large extent because of a willingness to use less expensive civilians in traditional police roles. Over the years, hundreds of sworn officers have been released from performing ancillary functions and reassigned to criminal law enforcement duties.

This report simply provides a proposal and a road map for a continuation of that historical trend which has played such an important role in making the Los Angeles Police Department one of the world's leading law enforcement agencies.

This proposal to civilianize the traffic function, as is the case with most new ways of doing things, may seem radical, but as a review of our history proves, it is not. The Department has met resistance before when it civilianized various Department functions and yet, civilianization has again and again proven successful and allowed more officers to concentrate on criminal law enforcement making full use of their abilities and extensive training.

The Los Angeles Police Department continues to be desperately in need of more police officers to fight crime. This proposal provides an effective, expeditious and relatively low cost means of putting nearly 700 experienced sworn officers on the streets in less than two years. For the City to hire and train 700 additional officers would cost 29 million dollars for the first year and take three to five years.¹¹ To give them an equivalent experience level would require many more years.

However, relieving these particular 700 officers and reassigning them to criminal law enforcement duties would have benefits not to be found in just hiring 700 new officers. First, of course, these officers are already fully trained and experienced in street patrol. But, more importantly, 359 of these officers are motorcycle officers. Freeing them from their traffic enforcement

responsibilities would permit the Department to greatly increase its anti-drunk driving efforts. Even more meaningful to the average citizen, is that these motor officers could be assigned to the geographic divisions as Emergency Call Rapid Response Units. Their mobility and maneuverability would greatly reduce the Department's response time to citizens needing an officer in an emergency situation.

Taking police officers out of the traffic function would do much for the Department's public image, as well. Issuing traffic citations, regardless of how well the officer "sells" the ticket, is our greatest public relations liability. Under this proposal, officers would concentrate on crime and responding to assist people calling for help. The entire image of a police officer would be altered, no doubt becoming much like that of firemen and paramedics.

Of course implementation of this proposal would potentially have several ancillary benefits as well. Increased public cooperation and support, resumption of responding to and taking property damage only traffic accident reports and increased revenue for the City, are but a few. There is, however, one additional benefit that deserves mention.

It has been, for at least the last 50 years, the desire and goal of police, particularly the Los Angeles Police Department, to obtain

"professional" standing. Standards have been raised, training increased and pay improved. All steps that the police have hoped would cause the public and other professions to regard the police officer as a professional much as lawyers and doctors are regarded as professionals.

When a doctor performs complicated surgery, his expertise, training and ability are recognized and he is regarded as a true "professional." If the doctor were also required after surgery to mop the floors, wash the sheets and prepare the meals of his patients, it is doubtful that his professionalism would be regarded in the same light. But, although these are important functions (mopping floors, etc.), the doctor has lesser trained, lesser paid people to perform them. His experience, ability and training are reserved for the most critical task -- the surgery itself. So too, if police officers wish to be regarded as true professionals, they must be used in accomplishing the critical, sensitive functions that require their experience, ability and training. Highly trained police officers clearly are not required for performing the traffic function. This can be more efficiently and effectively performed by lesser paid and trained civilians.

The proposal outlined in this report to civilianize the traffic function provides a flexible program, which can be incrementally tested in a low cost pilot project to determine its viability. Then, after evaluation, through a phased expansion program it can be implemented City-wide.

Given the variety of concerns expressed by the stakeholders, this proposal will permit a preliminary testing of the proposal to address the majority of those concerns. Then under the control of a multi-agency oversight committee, the program can be phased in on a piecemeal functional basis and/or by geographic area. This can be done fast or slow depending on the availability of trained civilians and the success of the program in areas already involved. Flexibility is the key to implementing this program based on constant evaluation as the program expands.

The future is coming whether we like it or not. We can view the future as a threat or an opportunity. We can prepare for the future or we can be overwhelmed by it. The Los Angeles Police Department has traditionally met the challenge by aggressively planning for it and looking for new and better ways of doing the job. The future of our City and its residents depends upon our continuing this tradition.

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Appendix A

NGT

FEBRUARY 2, 1988 0900 HOURS FOOTHILL ROLL CALL ROOM

- | | |
|---|---|
| 1. Gilbert Esping, 14904
Police Officer III
Van Nuys Patrol
Extension 38329 | 7. David Mays
Chief Deputy
Councilman Bernardi's Office
Extension 38409 |
| 2. Dennis Zine, 14428
Sergeant I
Valley Traffic Division
Extension 38722 | 8. Mike Perez
Administrative Assistant
Budgetary Analyst
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Extension 54374 |
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Extension 54785 | 10. Daniel C. Butler *
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President
Sylmar Chamber of Commerce
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Sylmar, CA. 91342
Telephone (818) 367-1177 |
| 6. Diane Wood
Assistant Executive Director
Apartment Association
San Fernando Valley/Ventura County
14550 Archwood Street
Van Nuys, CA. 91405 | |

* Victim of a serious traffic accident requiring police response.

Appendix B

NGT IDENTIFIED TRENDS AND EVENTS

TRENDS

1. Eliminating ancillary duties of police officers and focusing their efforts on crime.
2. Increasing cost of police officers.
3. Increasing public interest in crime prevention and criminal penalties.
4. Increasing population in Los Angeles and Southern California.
5. Increasing traffic congestion.
6. Advances in technology (computers, lasers, communications, etc.).
7. Increasing Latino and Asian population, as well as the population becoming older.
8. Agencies merging together to increase sharing of resources and efficiency.
9. The increasing use of non-sworn professional and technical personnel in law enforcement.
10. Increasing numbers of women in law enforcement.
11. Movement toward tax reform (Proposition 13).
12. Increasing use of private security.
13. Increasing numbers of educated and sophisticated criminals.
14. Increasing legislation and court decisions limiting police authority and discretion.
15. Increasing public intolerance of traffic congestion.
16. Increasing violence on roadways.
17. Increasing court congestion.
18. Increasing insurance costs.
19. Increasing public demand for police services.
20. Increasing mass transportation.

EVENTS

1. Severe tax restriction measure passed further limiting police budgets.
2. Major disaster occurs (earthquake).
3. United States closes the Mexican/U.S. Border.
4. United States economy collapses.
5. Legislation enacted severely restricting officers authority and discretion.
6. Comparable worth law passed.
7. Special tax passed earmarking funds for police.
8. AIDS suddenly becomes a heterosexual epidemic.
9. Recession/depression.
10. Increase in gasoline taxes.
11. Sudden increase in price of gas.
12. Major development in vehicle safety technology.
13. Mass exodus of police officers from the Department.
14. Law enforcement agencies merge.